UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/CONF.166/PC/17
5 August 1994

ORIGINAL: ENGLISH

PREPARATORY COMMITTEE FOR THE WORLD
SUMMIT FOR SOCIAL DEVELOPMENT
Second session
New York, 22 August-2 September 1994
Item 4 of the provisional agenda*

# OUTCOME OF THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT: DRAFT DECLARATION AND DRAFT PROGRAMME OF ACTION

## Expert Meeting on Poverty

## Note by the Secretary-General

1. The Preparatory Committee for the World Summit for Social Development, in decision 1/2 B, adopted at its first session, encouraged the United Nations, the United Nations system, Member States and other concerned actors in the preparatory process of the Summit to organize seminars, workshops and other expert meetings on issues of direct relevance to the Summit, including, in particular, the question of the reduction and elimination of poverty. The purpose of the meetings, as indicated by the Preparatory Committee at its organizational session, would be to provide expert opinion on contemporary research on the core issues, with respect to both problem analysis and policy measures.

2. Two expert meetings were organized in 1993: an expert meeting on social integration and an expert meeting on the expansion of productive employment. The reports of those meetings were submitted to the Preparatory Committee at its first session, in documents A/CONF.166/PC/8 and A/CONF.166/PC/9, respectively.

3. An expert meeting on poverty was organized at Lusaka, Zambia, from 27 to 29 June 1994, at the invitation of the Government of Zambia, and with financial support from the Netherlands and Denmark. The meeting was organized jointly by the United Nations and the World Bank.

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* A/CONF.166/PC/14.

4. International experts in the field of poverty were invited to participate in the meeting as individuals. The experts were selected to reflect experiences in a variety of countries in different parts of the world and in different institutions, including educational and research institutions, government agencies, non-governmental organizations and international organizations.

5. A summary of the discussion of the expert meeting, prepared by the Secretariat, is annexed to the present note.

Annex

EXPERT MEETING ON POVERTY

(Lusaka, Zambia, 27-29 July 1994)

Summary of the discussion

INTRODUCTION

1. The Expert Meeting on Poverty was opened by the Honourable Ronald Penza, Minister of Finance of the Republic of Zambia. Mr. Penza noted that Zambia had experienced economic decline and an increase in poverty since the 1970s, due in part to the steep decline in copper prices and the rise in petroleum prices, as well as to the more recent drought. The Government was unable to respond effectively to those external developments for a number of reasons, including the single-party political system and economic management that was subverted to political expediency. He noted that during the 1960s and early 1970s, state intervention in the economy had initially increased production and employment and provided people with subsidized basic goods and services. The economic surpluses required to support that system, however, disappeared with the decline in copper prices, and attempts to maintain the system led to increasing, and eventually unsustainable, foreign debt. The result was a deterioration in income, income distribution, employment, health, education, child mortality and physical and social infrastructure.

2. Mr. Penza noted that the new Government, elected through multi-party elections in 1991, was now giving priority to economic reform and poverty alleviation. Reform objectives and measures included eliminating budget deficits and reducing inflation; eliminating subsidies to uneconomic enterprises so that the resources could be used to improve education, health care and infrastructure such as roads; increasing reliance on markets to allocate goods and services; improving the capacity of government institutions for policy reform and economic management; strengthening revenue collection and making it more equitable; increasing competition to promote the efficiency of enterprises; and supporting community development and small-scale enterprises. The Government believed that those new economic policies would be more responsive to the needs of the poor than the previous state-centred policies. It also recognized the importance of rebuilding public confidence in the Government and in its ability to promote economic growth and social development and to reduce poverty.

3. The expert group, in beginning its discussions, noted that developing countries had achieved substantial gains in living standards over the past 25 years: health indicators showed continuous and stable improvements in all regions; average life expectancy increased from 51 to 63 years; and primary-school enrolment reached 89 per cent. However, the record has not been one of steady improvement over that period, and the regional variations have been great. While Asian countries as a group enjoyed improvements in economic and social conditions since the late 1970s, the record of those in Africa and Latin America and the Caribbean deteriorated during the 1980s. On the whole, the

record of progress in social indicators has been slowest in the countries where the need is greatest, especially those in sub-Saharan Africa.

4. In spite of the tremendous progress accomplished so far, the challenge ahead is great. Although the proportion of population living in poverty has fallen slightly since 1985, the absolute number of poor people actually rose to 1.1 billion in 1990, 8 per cent more than in 1985. If this rate is maintained, 1.3 billion people will be living in poverty in the year 2000. Projections to the year 2000 indicate that the largest increase in the number of poor people would take place in Africa, and the gap between Africa and the rest of the world would continue to widen. Unabated, the steady growth in population in the developing world would strain the capacity of the existing weak social sector ministries and dampen potential progress, particularly in many of the low-income countries. In the past, the provision of social services in many countries has been taken as a right of citizenship, with a focus on expansion of services outweighing the need for quality and long-term policy reforms in the sectors. If Governments are to lay a sound foundation for the much-needed quality improvements and expansions in provision of social services in a large part of the developing world, the focus would have to be redirected to implementing the much-needed policy reforms in the relevant sectors. In the long run, the poorest segments of society would be the real losers from continued policy distortions, both at the sector and macroeconomic levels.

5. Looking ahead, the wide disparities that exist within many countries between the rich and the poor are likely to continue, especially in South Asia and Latin America and the Caribbean. The global poverty picture will be further complicated by the rapidly changing poverty situation in the transition economies of the former Soviet Union and Eastern Europe. While many people in those countries are escaping poverty through new opportunities, others are falling into poverty because of inflation and very rapidly changing economic structures. Growing inequalities in income distribution in developed countries are also adding new dimensions to the global poverty picture. Within many countries, gaps between men and women, between indigenous groups and the rest of the population, and between urban and rural areas are proving hard to overcome through labour-intensive growth and basic investments in human resources. The expert group recognized the need for other remedies and noted the importance of the World Summit for Social Development as a pivotal opportunity for the international community at large to join hands in identifying and implementing these remedies.

## I. SOCIAL DEVELOPMENT AND POVERTY

6. The expert group considered the meaning of the term "social development", noting that it has several connotations. It is often used very broadly to refer to improvements in human well-being, with economic development considered as a means for social development. It is also used to refer to development that is not strictly economic or market-driven, including improvements in the quantity and quality of public or social services such as education, health, sanitation, access to clean water, and other goods and services that may be provided by public institutions. The group considered that it was not necessary or productive to agree on a precise definition, but rather that the diverse

meanings and ambiguity of the term should be recognized. It is, however, often useful, or even essential, to a productive discussion to clarify the sense in which the term "social development" is being used in a particular argument. In any case, however social development is conceived or defined, the reduction of poverty must be a central element.

7. The group noted that the world contained a vast range of wealth and poverty. In considering poverty and inequality, it is useful to consider various levels at which it can be examined and addressed. Thus, attention can be focused on differences between countries, between regions and between economic, ethnic, racial, cultural and religious groups within countries, as well as between individuals of a particular group. Based on comparisons of household income, inequality between countries is greater than inequality within countries. Indeed, by one calculation, differences between countries account for over 80 per cent of the global variation in household income. At the national level, inequality between individuals is substantially greater than inequality between regional, economic or other social groups. Specific strategies for reducing poverty are generally aimed at one particular level, focusing either on national socio-economic conditions, the conditions of particular socio-economic groups, or the conditions of individuals. It must be borne in mind, however, that intervention at one level will generally have an impact at other levels, and that these interactions need to be better understood and taken into account. The predominance of differences at the national level, at least as defined by household income, suggest that reducing world poverty depends primarily on promoting broad-based economic growth in the poorest countries.

8. The group noted that the traditional measurement of poverty based on household income posed certain problems. While families with adequate income can purchase many goods and services, including such basic needs as food and shelter, household income criteria neglect the importance of goods and services that are not paid for through household income but through taxes or other public means, often, though not always, including education, basic health care, clean water, sanitation, roads and a healthy environment.

9. An alternative approach to assessing poverty and inequality is to use direct measures of individual well-being, such as longevity, mortality, literacy and education. When used to compare the relative poverty of countries, this approach gives rankings that are different from per capita income rankings. Thus, some countries, such as Sri Lanka and China, have higher comparative levels of development by these measures than by income. A quantitative analysis of life expectancy in various countries underlines the limitations of income as the sole measure of development, indicating that life expectancy depends more directly on public health spending and the incidence of poverty than on average household income.

10. Furthermore, the household income approach does not measure unequal consumption of goods and services within the household. A number of countries, particularly in Asia, show substantial differences in longevity and mortality between males and females as well as anomalous sex ratios, indicating that girls and women are discriminated against within the household and hence suffer more deprivation than is indicated by household income. In most countries, girls

also receive substantially less education than boys, and women have much lower levels of literacy than men. This exclusion of girls and women from the social development process not only harms them directly, but also limits society's capacity for improving the well-being of everyone.

11. The group noted that poverty takes many forms at both the international and national levels, and programmes for reducing poverty generally focus on particular groups of poor people. The choice of the target group for a poverty-reduction programme depends not only on the conditions of various groups, but also on the policy options that are available for intervention. While there are a variety of politico-economic tools available for promoting national economic growth and for improving the conditions of particular socio-economic groups, targeting poor individuals within groups with many non-poor members is more difficult. In such cases, the benefits of poverty-reduction programmes have often gone disproportionately to non-poor members of the community. Promoting the socio-economic status of disadvantaged ethnic, cultural, occupational or religious groups is also difficult owing to a lack of effective and acceptable means of intervention. There is therefore a need to develop and evaluate new approaches to targeting poverty-reduction programmes on the poorest members of society and to develop approaches that reach as many poor people as possible while avoiding diversion of resources to the non-poor.

12. Improving the social and economic conditions of women can be particularly difficult to implement in practice because of the difficulty of intervening within the household. Furthermore, gender differences in socio-economic status, such as unequal education of girls, may be based on the practical economic needs of families and may be resistant to direct interventions such as easier access to schools. For such reasons, social conceptions of poverty may be more difficult to transform into policy recommendations than economic conceptions. In practice, labour-intensive economic growth has generally proved the most successful means for reducing poverty. None the less, techniques for intervening more directly to remedy social inequalities, for example, through targeted subsidies, are worth exploring and developing.

13. The group agreed that economic growth, particularly in the poorest countries, is essential to long-term social and economic development. In the short term, poverty can be reduced to some extent by redistribution, but poverty reduction is greatly facilitated when economic growth generates new resources that can be preferentially used to assist poor people. It was noted, however, that economic growth often occurs together with increases in poverty and inequality. Poverty reduction requires, therefore, not just aggregate economic growth, but economic and social policies that ensure that the benefits of growth are widely shared. However, the increases in oil prices and declines in commodity prices in the 1970s, followed by the debt crisis and continuing deterioration in the terms of trade in the 1980s, have severely disrupted the economic growth of many developing countries, particularly in Africa and Latin America, and have led to increasing poverty and inequality. Efforts are needed, therefore, at both the national and international levels, to find development policies that generate broad-based economic growth and expand social services, particularly for poor people. Improving social services, such as education and health care, is both an end in itself and a means to furthering economic growth.

14. It was agreed that lack of access to productive assets was clearly also a cause of poverty, but the implications of that fact were not always clear. Rural poverty in developing countries, for example, was related to landlessness, and land redistribution had been very effective in a number of countries in East Asia in the 1940s and 1950s. Subsequent efforts to introduce land redistribution programmes in other countries, however, had generally been unsuccessful. The successful programmes took place after social revolutions or national liberation, which provided a crucial political context for land redistribution. In the absence of such conditions, land redistribution normally encountered insuperable political obstacles and would probably require compensation, which would generally be economically unfeasible. None the less, given a strong political commitment, there was agreement that land reform still offered potential benefits for poverty reduction.

## II. STRATEGIES FOR POVERTY REDUCTION

15. The discussion of strategies for reducing poverty centred on two basic objectives, labour-intensive growth and human resources development. The combination of these two objectives as the basis for poverty reduction was set forth in the World Bank's World Development Report, 1990 and is believed by the World Bank to be the most effective strategy for reducing poverty. Growth is considered essential in this strategy, but the pattern of growth is as important as the rate of growth. Efficient, labour-intensive growth is a key to providing jobs and raising incomes for the poor. Policies for promoting such growth include removing government controls on prices of agricultural products, reducing constraints on labour markets, maintaining a stable macro-economic environment, and liberalizing trade. Investing in people, through education, health care, including reproductive health, and nutrition, not only improves human welfare directly, but is also a sound investment. The World Bank strategy also included safety nets for the chronically poor and vulnerable groups.

16. While recognizing that labour is often the major economic resource of the poor, the group saw the need to broaden the first element of the strategy to encompass other considerations. In particular, broad-based, labour-intensive growth requires promoting the efficient use of other economic assets owned by the poor and expanding access of the poor to productive inputs. With respect to promoting the efficient use of assets owned by the poor, experience indicates the importance of avoiding excessive taxation of agriculture, providing strong support for rural infrastructure and making technological innovations available to farmers. In the urban sector, it is important to avoid severe distortions in the factor and product markets and to provide suitable infrastructure, both to improve the living conditions of the poor and to promote employment.

17. With respect to expanding the access of the poor to productive inputs, four elements were emphasized: (a) access to land should be improved by reforming property rights, land titles and registration; (b) credit should be made available to the poor through self-supporting mechanisms, rather than by subsidizing credit; (c) technological innovations should be promoted, with an emphasis on techniques appropriate for small farmers, and indigenous capacity for agricultural research should be developed; and (d) infrastructure

development should be delegated to the local level as much as possible, working through non-governmental organizations, private operators and local groups.

18. In terms of the implementation of the poverty-reduction strategy, a small project in Sri Lanka was used to illustrate two conclusions: the importance of building partnerships and alliances with a variety of organizations, and the benefits of independent, non-governmental activities based on community initiatives. Such community activities needed access to credit and training in practical skills.

19. Concerning the role of the State, the group noted the important role that the State plays in poverty alleviation, but also that Governments in many countries had limited capacities and were, in some cases, inefficient at providing local services to the poor. It was observed that the State plays a crucial role in managing the basic macroeconomic environment, setting in place the legal framework and investing in sectors where public goods are created. The group also noted the importance of the ongoing international trend towards democratization and the associated transformations in government systems towards better governance, transparency and accountability. There is a need to build appropriate institutions to support the democratization process and to build new partnerships and alliances among the government sector, the private sector and the non-governmental organizations. These transformations will not only improve the efficient functioning of government, but will also help build public confidence in the State. In practice, the role of the State is enhanced by its capacity to act and by the political support it enjoys. In this regard, administrative reforms that enable the civil service to function without partisan interference are important in building confidence in the State. Finally, the important role of citizens in keeping their Government accountable was recognized.

20. Land reform was seen by the group as playing an important role in providing assets to the poor and enabling poor households to break the cycle of poverty. However, it was recognized that there was a limit to which land reform could be imposed from the outside. The group noted that special historical conditions made possible the positive experiences of land reform in Japan, the Republic of Korea and Taiwan Province of China. Political realities were quite different in most countries today, and the key to land reform was not so much land registration or title changes, but rather policies that increase the use of land for broad-based labour-intensive growth. In the transition economies of Eastern Europe, land reform has a potential not only for poverty reduction but also for democratization. The group noted the positive experience of Albania, where the Government has distributed land free to 400,000 small farmers.

21. With respect to credit, the group agreed that improving access to credit was more important than reducing the cost of credit. Subsidized credit does not help poor farmers if they are not assured of access to it, while experience shows that farmers are willing to pay market rates for credit. It was noted that group lending practices had been successful in some countries, such as the Grameen Bank in Bangladesh.

22. Finally, the group recognized the need for an appropriate balance between investments in physical infrastructure and investments in human resources and

for planning and coordinating the sequencing of efforts in the two areas. Such planning is particularly important when countries are faced with critical funding constraints.

## III. STRUCTURAL ADJUSTMENT AND POVERTY

23. The discussion of structural adjustment programmes and their impact on poverty began with a review of the substantial literature on the relationship between adjustment and poverty, beginning with the United Nations Children's Fund (UNICEF) publication Adjustment with a Human Face.

24. The literature highlights the difficult nature of the subject. The lack of reliable empirical data and adequate theoretical models makes it very difficult to assess the effects of structural adjustment programmes. The fact that countries have undertaken adjustment in the midst of many changes in the economic environment further complicates efforts to isolate the specific effects of adjustment policies. The continuing decline in commodity prices and the terms of trade of most adjusting countries, the recession in countries belonging to the Organisation for Economic Cooperation and Development (OECD), the droughts that have plagued many countries in Africa, and political conflict have all affected incomes and poverty during the 1980s and early 1990s.

25. A similar problem facing research on this issue is a lack of understanding of the effects on poverty of non-adjustment or of an alternative set of adjustment policy instruments - the counterfactual case. One useful approach is to compare what actually occurred during an adjustment period with theoretical analyses of what might have happened under different policy settings.

26. It was recognized that the interactions between poverty and adjustment are complex, in part because of the heterogeneity of poverty - poor people can be divided into a number of groups each gaining a living by different means - and in part because of the large number of policy instruments that make up a particular adjustment programme - devaluation, trade liberalization, price liberalization, public sector retrenchment, public enterprise reform, cost recovery in social services etc. These complexities make it difficult to gain a complete picture of how adjustment affects the poor and certainly cautions against overgeneralizing.

27. The literature highlights the need for continuing adjustment efforts, and for flexibility in adapting an adjustment programme in response to external events. The lack of data and certainty as to the precise economy-wide effects of adjustment resulted in mistakes being made, particularly in the early phases of the adjustment decade. But lessons have been learned, and it is recognized that adjustment must be a flexible and pragmatic process.

28. Understanding how adjustment affects poverty has been hampered by a lack of reliable data, especially at the household level and especially in Africa. Since theory is essentially neutral concerning the poverty effects of most macroeconomic policies, the question should be resolved by empirical studies. The World Bank programme on the Social Dimensions of Adjustment has gone some way towards filling data gaps, although these data generally have become

available only at the end of the 1980s or in the early 1990s. Much of the early literature was hampered by the fact that at the time it was too early to make judgements about the effects of the structural adjustment programmes. It is now generally acknowledged that adjustment requires a longer period than was originally thought, especially in the African context.

29. The early studies on adjustment and poverty adopted a modelling approach: analysing the main economic effects of adjustment in a computable general equilibrium (CGE) model and thereby identifying the effects on poverty. Some studies have suggested that the poverty effects of the economic shocks that gave rise to the financial crises were greater than the poverty effects of the adjustment policies. They have also suggested that the orthodox adjustment package generally favours the poor relative to non-adjustment and to alternative adjustment packages. However, the group noted the limits of the CGE approach: such models often fail to capture the long-run effects of policies on economic growth; they do not capture structural changes often introduced through adjustment programmes; they are designed to explain changes in the average earnings of economic groups and do not reveal changes in income distribution within those groups (the within-group income differences being generally greater than between-group differences in a country); the results are sensitive to model specification and closure rules, and there are doubts about how successful such models are in capturing the problems of the poorest groups in society, which are not part of the formal economy.

30. The limits of modelling highlight the need to return to the historical record. Improved data, especially in Africa, provide a basis for a review of country experiences with adjustment and poverty during the 1980s. A number of recent studies have been conducted on adjustment, many of which assess the effects on poverty. The World Bank has produced major reports on East Asia, Africa and Latin America and the Caribbean. Research on Africa has also recently been published by Cornell University. The literature review presented to the group focused on these reports.

31. The literature review indicated that South and East Asian economies suffered the smallest shocks, and adjusted very quickly to them. These were cases of pre-emptive adjustment. Growth was not seriously interrupted in these countries. Poverty reduction generally continued, following the trends that had been established in the 1970s, and inequality appears to have declined in some countries.

32. Latin America suffered greater shocks and began the 1980s with more economic and fiscal imbalances. Adjustment in the early part of the 1980s was disorderly, in part owing to failure to address adequately the debt problem, and attempts at heterodox policies generally did not produce the desired result. The persistently high rates of inflation in the early 1980s reduced real wages and increased poverty in the region. In the later 1980s, more orderly adjustment, control of inflation, and recovery in output resulted in increasing real wages and declining poverty. It is interesting to note that income inequality was counter-cyclical in the Latin American region: inequality (and poverty) increasing during the recession and decreasing during the recovery.

33. The analysis of the situation in Africa is complicated by the fact that the adjustment process remains far from complete, with many countries having persistent macroeconomic imbalances, and factor and product markets continue to be subject to substantial government intervention. The evidence suggests that, where adjustment policies were carried through, growth in production and exports was restored, though it is uncertain whether the recovery in economic growth will be sustained. The effects of these partial and patchy adjustment efforts on poverty have yet to be determined in any reliable way. The improved growth rates have certainly made a difference, but household survey evidence suggests that the responsiveness of poverty to increases in mean incomes is significantly lower in Africa than elsewhere. And economic growth rates have not been sufficient to reduce poverty in the region. What has yet to be established is whether recovery in economic growth in the region is associated with a narrowing of income distributions. If poverty is to be reduced in Africa, growth really has to be pro-poor in nature; the growth in the incomes of the poor must be far greater than that of the non-poor.

34. In assessing the effects of adjustment policy, the importance of controlling for other factors is illustrated by the case of Zambia. The adjustment programme in Zambia was initiated in 1986 at a time when the terms of trade had declined markedly, leading to declines in gross domestic product (GDP). In 1988, when the adjustment programme was abandoned (and donor support withdrawn), copper prices were high and growth recovered. But the recovery appears to be due to the movements in international prices, independent of adjustment policies.

35. The group emphasized that the analysis of data on poverty in Africa should involve African researchers and policy makers, and their capacity to undertake this work should be strengthened. Given the difficulty in conducting household surveys, some participants felt that emphasis should be given to developing proxy indicators for monitoring poverty. Such indicators, including relative prices of basic goods and services and their changes over time, should complement periodic household surveys.

36. The group distinguished between the short- and the long-run effects of adjustment on poverty. In the long run, adjustment can be considered a necessary though not sufficient condition for poverty reduction, since it lays the basis for sustained and broad-based growth. In the transition to that growth, however, there can be difficulties for poorer groups. While adjustment programmes in some African and Latin American countries have raised growth rates, these increases in GDP do not necessarily reflect sustained growth, but may be due largely to improved utilization of existing capacity. It is too early to judge whether sustained growth is occurring, especially in Africa, even in successful cases such as Ghana. The persistently low levels of private investment in Africa are a cause for concern.

37. Resolution of the debt problem was identified by the group as critical to sustained growth and poverty reduction, especially in Africa. The debt overhang is a major impediment to the ability of Governments to maintain fiscal and external balances. Yet the current provisions for debt relief are not sufficient to reduce the debt burden in the foreseeable future. Calls were made for increased relief, including debt forgiveness. The view was expressed that

there was a distinct asymmetry in global adjustment, with the developing countries being required to adjust to changing external circumstances that were largely determined by the developed countries, while there was little or no international pressure on the developed countries to adjust. The view was also expressed that longer adjustment periods, supplemented by adequate external financing, were needed to ease the burden of adjustment on the poor in adjusting countries.

38. Many participants considered that adjustment had increased poverty in the short term - if not in general - among certain groups of poor people, such as the urban poor. A clear need was seen to make provision in adjustment programmes to protect such groups and to integrate social dimensions into the adjustment process.

39. The need for a better understanding of the coping mechanisms of the poor was emphasized. In Zambia, for example, the poor have been found to turn to begging and to charcoal burning as mechanisms of coping with the downturn in their income-earning opportunities. Observations of an increase in such coping strategies provide an indicator of poverty and indicate that in Zambia economic suffering has increased. On the other hand, it was emphasized that adjustment to the economic shocks of the 1970s and 1980s inevitably involved a certain degree of suffering. The challenge was to protect the poor from increased suffering as a result of adjustment. It is uncertain whether for most countries the suffering today is greater than that of the early 1980s when incomes were falling rapidly.

40. Whatever the causes of current suffering, it is clear that it makes adjustment all the more difficult. The social, economic and political contexts in which adjustment must be carried out make the design of adjustment programmes extremely difficult and complicated. Governments face the difficult task of navigating a course in which there is little room for manoeuvre, seeking to achieve growth, improved welfare for the poor and political stability.

41. The early literature on adjustment and poverty, such as the UNICEF study, was focused on the first round of adjustment programmes. It should be noted, however, that the design of programmes has evolved over time, with increasing attention to the social dimensions. There is still room for improvement, however, in integrating such concerns into adjustment operations. Where such provisions are made, the poor are protected to a certain extent.

42. Whereas there is a consensus on the need for adjustment, the precise content of the policy packages needed to achieve growth and equity objectives continues to be a matter of debate. Most experts agree that Governments must respect key macroeconomic fundamentals, but there is no unanimity on many other components, such as the pace of trade liberalization and the continuing role of Government in dealing with market limitations or failures. The importance of involving the informal sector in the recovery and in long-term growth was also emphasized, and questions were raised about whether the design of adjustment programmes encouraged such involvement.

43. The group emphasized the need for adjustment policies to be home-grown - to be the product of national consensus-building. This requires the active

involvement of trade unions and other non-governmental organizations in the design of the programmes. The need to strengthen the capacity of Governments to design and implement their own policies was emphasized. The pressure for effective and sustainable economic management should come from within the region in general, and in particular within the countries themselves, rather than from the international donor community.

44. Finally, it was recognized that while adjustment has brought poverty back to the centre of the policy debate, poverty reduction requires long-term interventions. Adjustment is only a necessary condition for long-run poverty reduction, and countries must be encouraged to return to the challenges of long-run growth and development. The World Bank, for its part, is continuing to emphasize its project lending, and is seeking to raise the share of the social sector (education and health) in such lending. This fundamental work must continue.

## IV. PROTECTING VULNERABLE GROUPS

45. The discussion was opened with an overview of the issues relating to safety-net interventions for protecting the poor, particularly during transitions. Three vulnerable groups were noted: (a) the chronically poor, (b) the temporarily poor and (c) those groups directly hit by adjustment or transition, who may or may not be poor. It was recognized that macro-economic policy changes might have adverse short-term impacts on households belonging to all three groups, although it would be empirically difficult to identify those specifically affected by adjustment within each of the first two groups. The third group, however, could be identified more easily. In most of Sub-Saharan Africa, the vast majority of those adversely affected by adjustment would be found in rural and urban informal sectors and among marginal farmers. In South Asia, the majority of the landless poor in rural areas and the urban poor, such as construction workers and slum dwellers, are the worst affected. In the countries in transition, pensioners and the long-term unemployed are the hardest hit by inflation and decreasing job opportunities.

46. A variety of cash and in-kind transfer policy instruments are available to countries for cushioning the adverse effects of shocks, including family allowances, cash compensation for loss of subsidies, and different types of consumer subsidies. Some countries have also used "social funds" for channelling assistance to the poor, and public works have been used to protect people from falling into poverty.

47. The choice between various policy instruments depends on country circumstances, though certain general principles can be recognized. In general, cash transfers are to be preferred to in-kind transfers because the former avoid product and factor market distortions. In some situations, in-kind transfers are to be preferred where the good in question is a public good with particular benefits for the poor, or where competitive markets for that good are absent; in energy, for example, where economies of scale might preclude more than one supplier. However, practical considerations may often dictate the choice. Thus, when inflation is high, the real value of cash transfers is quickly eroded so that in-kind transfers may be necessary until prices are stabilized.

48. Two issues were seen as being of critical importance: (1) targeting and coverage, and (2) financing. All targeted programmes involve a trade-off between the desire to cover all the poor, and the inefficient use of resources if programme benefits go to the non-poor. Moreover, it is important to avoid introducing disincentives for work for those just above the income threshold for benefits. While targeted approaches are desirable, they are not always feasible for a variety of reasons, including political requirements for including vocal and organized (though not necessarily poor) groups. Domestic financing of safety-net programmes is to be preferred, unless extreme circumstances warrant temporary donor financing. When fiscal deficits are a problem, the need to reduce untargeted entitlements must be balanced against the need to provide assistance to the poor. Furthermore, the total cost of transfers needs to be limited to ensure adequate investments for economic growth. Also, high transfers would require high taxation which would have a potential for work disincentives.

49. Some lessons were drawn from available country experience. First, it is important to integrate safety-net programmes into economic reform programmes instead of introducing them as "add-ons" after the reform is initiated. Secondly, safety-net programmes should build on and complement existing formal and informal arrangements within the society. Thirdly, safety nets should, to the extent possible, provide temporary assistance to help those in need become self-supporting. Fourthly, where benefits are targeted, and where central or local governments have limited capacities for managing the programme, local communities and non-governmental organizations can be useful for channelling assistance. Fifthly, safety nets should be financed from domestic resources to ensure sustainability. Finally, social funds and public works programmes can serve valuable safety-net functions.

50. While noting the importance of safety-net programmes during transitions, the group felt that such programmes were required more broadly, and particularly for chronically poor households on a long-term basis. The group, however, did not consider the fiscal implications, or the implications for work effort, of extending the safety nets on a long-term basis to all poor households. Safety nets should take cognizance of the dual nature of many economies and help promote informal sector activities. The group emphasized that programmes that promote or create productive work not only protect but also empower the poor. In some countries, for example Zambia and Somalia, women have benefited proportionately more than men from such programmes. The group also noted the experience of Zimbabwe's Social Development Fund. In the choice between cash and in-kind transfers, the group noted that cultural factors may be important and should be taken into account in programme design. In some cases, for example, in-kind transfers such as food subsidies have effectively benefited women, while cash transfers were generally controlled by men. Payment of wages in kind, such as food, was one of the reasons why many women were attracted to food-for-work programmes. Moreover, food-for-work programmes not only support poor people during times of economic stress, but also build valuable infrastructure such as schools and clinics, and improve family nutrition. The group felt that in planning targeted benefits, households should be categorized according to intensity of poverty, with assistance focused on the ultra-poor. The group also felt that, while in principle it was desirable that public transfers should complement rather than replace private transfers, some

replacement could not be avoided in practice. It was noted that even public works might substitute for some private income transfers.

## V. POPULAR PARTICIPATION AND THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS

51. The discussion on participatory approaches to the design and implementation of poverty-reduction programmes focused on three questions: (a) conditions for increasing popular participation in development and poverty reduction; (b) conditions for the participation of non-governmental organizations in the national development process; and (c) conditions for the participation of non-governmental organizations in international development activities.

52. The group agreed that popular participation in community and national development programmes and planning was both an end in itself and a means to social and economic development and poverty reduction.

53. Experience has shown that in order to promote popular participation in development, non-governmental organizations must operate in a professional manner, making use of the lessons derived from past experiences of community organization and development efforts. They should concentrate, particularly in the early stages, on assisting and educating people, without overloading their agendas with conflict-generating issues. Community organization requires winning the full trust of the members of the community, who should ultimately take control of the organization and select their own leaders and organizational structure.

54. Community organization activities should be based on an equitable distribution of economic benefits and power and should provide individuals and groups with opportunities to improve their social and economic status. Community development organizations should work to reduce their dependence on external resources, using external resources as investments to strengthen their internal capacities for the fight against poverty.

55. In order to integrate community development activities into the national development process, non-governmental organizations should operate in a transparent manner, particularly concerning financial matters, and should be accountable both to their constituencies and to civil society in general so as to be a trusted partner in development. To have a credible voice in national development discussions, non-governmental organizations should establish a clear legitimacy to speak for the target groups they work with. It was emphasized that non-governmental organizations should coordinate their work with other organizations, including government agencies, political parties, trade unions and savings groups.

56. Non-governmental organizations are most effective when they have a strong commitment to specific goals such as famine relief, formal or informal education, training in practical skills, or advocacy in such areas as human rights, good governance or access to public services. The organizations should recognize that in working towards these goals, their role should be primarily motivational and promotional in establishing bases for social development.

57. Non-governmental organizations have important roles to play in both emergency relief and long-term capacity-building, and they need to find a balance between the two roles. In both cases, but particularly in the long-term function, they must involve the people they are working with in defining the problems, identifying solutions and implementing, monitoring and evaluating their programmes.

58. The group noted that non-governmental organizations often have the ability to reach poor people more quickly, flexibly and easily than governmental or intergovernmental agencies, making them particularly effective in the fight against poverty. Governmental and international agencies should therefore establish working relationships with non-governmental organizations in order to more effectively strengthen communities, community organizations and grass-roots networks. Governments should avoid subjecting non-governmental organizations to strict controls that would limit their efficiency or effectiveness. However, it was also noted that non-governmental organizations also had problems in reaching the poorest of the poor and in ensuring the sustainability of their projects.

59. It was felt that greater efforts should be made to promote "bottom-up" approaches to social development and poverty reduction rather than the more common "top-down" approaches. The two approaches should be complementary, but community initiatives should be given priority in developing new social policies. Non-governmental organizations can play a critical role in representing the interests of the poor in national economic and social policy-making. Non-governmental organizations can also make important contributions by monitoring government policy-making and assessing how those policies will affect the groups they work with. Government policy makers and non-governmental organizations should work together to ensure that sectoral and macroeconomic policies involve poor people and reflect their needs.

60. The group noted that efforts to empower poor people are likely to create local conflicts to the extent that the community consists of different groups with competing interests. Community organization should therefore include efforts to identify, analyse and resolve or manage such conflicts. Efforts may also be needed to ensure that community capacity-building and democratization efforts give rise to a minimum of conflicts between communities and government agencies and to ensure that participatory development contributes to both national and community objectives.

61. Popular participation and the work of non-governmental organizations are part of a process of developing civil society as an active participant in political and economic processes. In the light of the rapid political and economic changes in the world today, the international development crisis, particularly with respect to Africa, and the problems involved in trying to apply Western political models to non-Western countries, there is an urgent need to strengthen the dialogue between different actors in the development process in developing countries. The various organizations of civil society have a vital contribution to make to that process.

62. There was some concern in the group about the recent trend towards anti-state economic philosophies and neo-liberal ideologies of deregulation. While the resulting emphasis on the contribution that non-governmental

organizations can make is welcome, this should not be an obstacle to improving the role of Governments and intergovernmental organizations, including the United Nations system, in the social and economic development process.

63. It was felt that global governance should be based on a broad concept of civil society including Governments as well as other actors and interest groups. There is a need to re-establish broadly participatory political cultures with commitments to common ethical principles and values and an understanding of development as a political process. In this process, non-governmental organizations have an important advocacy role to play at the international level and, in particular, should participate actively in the 1995 World Summit on Social Develcpment, including the preparatory work and the implementation of its decisions and recommendations.

## VI. THE EXTERNAL ENVIRONMENT

64. The group noted that the past two decades have seen a substantial decline in the economic growth rate and increasing poverty in most developing countries, increasing unemployment in both developed and developing countries and growing global inequality. The incidence of poverty has grown particularly rapidly in sub-Saharan Africa, and that region has become increasingly marginalized in the world economy. While these developments are in part determined by national policies, they are also affected by the international environment, as is indicated by the trends that are common to particular regions and subregions. The oil shocks, world commodity-price fluctuations and regional droughts are the most dramatic changes in the world environment that have disrupted social and economic development.

65. It was noted that recent trends towards the liberalization and globalization of markets have made national economies more susceptible to fluctuations in world market prices and to competition from other countries. Improvements in telecommunications have increased the flow of information and financial resources between countries. These factors have affected job security, wages and working conditions in both developed and developing countries. International flows of people have also increased, including both economic migrants in search of better opportunities and refugees fleeing from violent conflicts.

66. These rapid changes in the international environment have created great difficulties for developing countries in their efforts to develop and implement policies for stable and sustained development and poverty reduction. In developing countries, sustained reduction in poverty will require economic growth of at least 4 to 5 per cent per year and distributional policies that ensure that poor people are the main beneficiaries of that growth. Particularly for the smaller and least developed countries that are most dependent on international exchange, meeting those goals will depend on a favourable international economic environment.

67. A need was therefore seen for cooperative and coordinating mechanisms at the international level for social issues, to complement the role of international financial, economic and trade organizations. The need for a

growth stimulus from the developed countries was noted as beneficial for developing countries, and several possibilities were mentioned for mobilizing resources on a large scale for developmental purposes, such as taxes on oil or international financial transactions. International efforts are required to create a more stable international economic environment in order to allow adjustment while protecting poor and vulnerable people.

68. Regional and subregional cooperation was also mentioned as a way to promote trade, production and development. Economic cooperation zones in different subregions of Africa and Latin America, for example, could expand markets for the benefit of both producers and consumers and stimulate economic growth.

69. It was noted that the external environment consists not only of economic and political institutions and practices, but also of beliefs, values and ideologies that achieve international influence. For example, in many parts of the world, recent years have seen a growing belief in market forces and democracy and a declining belief in socialism and communism. New systems of efficient management and intensive competition are also influencing the environment in which economic and social institutions and people function. While there is a good deal of debate and study on the international political and economic environment, there is less understanding of the international cultural environment and its causes and effects. Science and technology are also becoming ever more global, and rapid technological change puts continuing pressure on national economic and social structures. Other changes in approaches to development include reductions and shifts in official economic assistance and an increase in activity by non-governmental organizations.

70. Considering the importance of the international environment, particularly for the developing countries and the least developed countries, participants felt that there was an urgent need to strengthen the North-South dialogue. Issues that need to be addressed include the international monetary system, the large and rapid international flows of money, the continuation of the debt crisis for many countries, particularly in Africa, and the stabilization of commodity prices. The group noted the proposal to write off all of the external debt of the low-income countries and one third of the debt of the middle-income countries. There was agreement that the United Nations system has an important role to play in coordinating the development of international policies and cooperative activities relating to international finance, economic cooperation, international trade and social development.

71. It was noted that recent years have seen an increase in ethnic conflicts which in some cases have caused total social and economic breakdown. While most of these conflicts are national, their continuation or resolution generally depends on the international environment as well as on national factors. In particular, economic assistance for reconstructing the society and addressing economic inequalities and conflicts between the groups can play a vital role in bringing the parties to a peaceful settlement. International intervention in such conflicts, however, whether for peace-making during the conflict or for reconciliation and reconstruction after the conflict, is currently organized on an entirely ad hoc and unpredictable basis. The resolution of such conflicts could be facilitated by a more predictable and reliable international response.

72. The sub-Saharan countries of Africa face a particularly difficult situation with regard to social and economic development owing to problems of low commodity prices, debt, drought and other external and internal factors. In addressing these problems, it was agreed that the African countries must develop their own development policies and priorities, but the international community also bears a major responsibility for supporting the development of the region.

## Appendix

### EXPERT MEETING ON POVERTY

(Lusaka, Zambia, 27-29 June 1994)

### List of participants

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UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/CONF.166/PC/18
2 August 1994

ORIGINAL: ENGLISH

PREPARATORY COMMITTEE FOR THE WORLD
SUMMIT FOR SOCIAL DEVELOPMENT
Second session
New York, 22 August-2 September 1994
Item 4 of the provisional agenda*

# OUTCOME OF THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT: DRAFT DECLARATION AND DRAFT PROGRAMME OF ACTION

## Activities of the United Nations system within the framework of the core issues

## Note by the Secretariat

CONTENTS


| | | Paragraphs | Page |
|---|---|---|---|
| INTRODUCTION | | 1 - 5 | 2 |
| I. | AN ENABLING ENVIRONMENT | 6 - 25 | 3 |
| II. | REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY | 26 - 104 | 6 |
| III. | PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT | 105 - 153 | 18 |
| IV. | SOCIAL INTEGRATION | 154 - 202 | 26 |


* A/CONF.166/PC/14.

## INTRODUCTION

1. At its first session, the Preparatory Committee took decision 1/5 calling for the completion and updating of working paper entitled "Activities of the United Nations system within the framework of the core issues". 1/

2. The Secretariat invited the agencies and organizations of the United Nations system to contribute to the revision and updating of the paper. A number of organizations provided new texts organized under the four adopted headings: an enabling environment; reduction and elimination of widespread poverty; productive employment and the reduction of unemployment; and social integration.

3. Working from the information compiled previously and the new or edited material received, the present note provides an overview of major activities through which organizations address the enabling environment and the three core issues. Space limitations precluded using all of the new information provided. Moreover, while all means of action are featured, less attention is paid to standard-setting and the application and monitoring of international instruments, since a separate paper has been prepared for the Preparatory Committee on that subject.

4. The note is largely descriptive; it provides background information to the Preparatory Committee in a threefold manner:

(a) Within the frame of reference established for the World Summit for Social Development, it broadly indicates the scope and nature of activity being carried out;

(b) It points to collaborative undertakings and areas of cooperation within the sphere of social development activity that already exists between and among United Nations system programmes and agencies;

(c) The contributions of some of the organizations provide more than a snapshot of activities; they also offer some indication of the changing nature of the institutional response to social needs and problems.

5. Pending the views and the guidance that the Preparatory Committee may wish to offer on this note, it is envisaged that a more comprehensive statement of activities in the areas under discussion could form part of the documentation presented to the World Summit for Social Development.

## I. AN ENABLING ENVIRONMENT

6. The United Nations Development Programme (UNDP) is directing resources during its fifth programming cycle to enhancing the interrelationship between macroeconomic and social policy. UNDP has supported close to 40 countries in reviewing development plans and priorities from a cross-sectoral and longer-term perspective in a participatory manner, an approach it is calling "sustainable human development". In some countries, it has helped to build national capacity to collect, disaggregate and analyse data so that development plans can target the most disadvantaged groups, while in certain others, it has brought key policy makers together with other development stakeholders, helping to build national consensus on priorities and action plans. In most cases, the UNDP Resident Representative is the resident coordinator for the United Nations system, and UNDP has provided support for the coordination of United Nations-system activities.

7. The United Nations Conference on Trade and Development (UNCTAD) is examining ways to improve the functioning of commodity markets and to expand the productive base of commodity-dependent developing countries.

8. The International Monetary Fund (IMF) encourages member countries to improve their economic reform policies, including their effect on the poor, and to introduce cost-effective social safety nets that mitigate adverse effects of policies on poor groups during the reform period; in collaboration with the World Bank, the Fund catalyses external assistance for reform programmes.

9. The United Nations assists developing countries to strengthen national technical and institutional capacity to prepare and implement integrated strategies, policies and plans aimed at accelerating and enhancing economic and social development. Assistance is provided in such areas as public investment programming and monitoring, forecasting techniques, short-term and operational planning, mobilization of financial resources and activities related to structural adjustment and recovery programmes and foreign-debt and balance-of-payments issues. Countries are also assisted in medium-term national planning, sectoral planning, long-term perspective planning and multinational and subnational (regional) planning and in enhancing their capacity to coordinate external technical and financial assistance within the framework of their overall economic and social development priorities, policies and plans. In addition, innovative operational methodologies and techniques, such as the Public Sector Planning and Management Information System, are developed for application in developing countries. Further activities assist Governments to improve processes of governance, including personnel, financial and information systems, to design mechanisms for facilitating private-sector and enterprise development and to develop human resources for public management. Particular attention is given to least developed countries and economies in transition.

10. In the context of the Social Dimension of Adjustment in Africa project (UNDP, World Bank, African Development Bank), the United Nations developed a training manual on socially sensitive policies in the context of structural adjustment. The manual is to be used in workshops to train policy makers and planners in both governmental and non-governmental institutions and provides

tools to assess the social impact of structural adjustment programmes and for interventions to ensure that policy incorporates social concerns.

11. In Changing Production Patterns with Social Equity 2/ and subsequent studies, the Economic Commission for Latin America and the Caribbean (ECLAC) identified areas in which growth and equity complement each other and examined the associated economic and social policy implications.

12. ECLAC prepared the basic document for the third informal inter-agency meeting on integrated social policies and economic adjustment in the Latin American and the Caribbean. The outcome was a series of agreements on joint activities, including the creation of a social project bank, and inter-agency projects and missions in the area of social policy. A note prepared by the Secretariat for the Commission's 1994 session analyses the World Summit from the regional perspective and provides a set of proposals on international and regional cooperation for social development, including a platform of globally recognized minimum social conditions for more equitable trade and international competition, agreements regarding transboundary movements of workers and migrants, and international monitoring of agreed objectives.

13. The Economic Commission for Europe (ECE) plans to produce a statistical yearbook for countries in the region. The first edition, to be produced in 1994, will focus on the core issues of the World Summit for Social Development. The ECE's Conference of European Statisticians is preparing a recommended Minimum Programme of Basic Statistics to advise countries in transition to a market economy on the most important types of statistics they should initially compile.

14. The Constitution of the International Labour Organization (ILO) provides it with a clear mandate to examine and consider all international economic and financial policies and measures in the light of the fundamental objective of social justice. The High-Level Meeting on Employment and Structural Adjustment, held in 1987, laid down the objectives and principles that have since guided the ILO's work on the social and employment consequences of structural adjustment policies and the Organization's relations with the international financial institutions in this field. In recent years a number of resolutions adopted at the International Labour Conference have further strengthened this mandate. A 1993 Conference resolution concerning social protection, the alleviation of unemployment and poverty and the social dimensions of structural adjustment and transition to a market economy called on the ILO to develop, intensify and institutionalize cooperation with the international financial institutions such as the IMF, the World Bank, the regional reconstruction and development banks and other international bodies concerned with a view to having their programmes of assistance take into account the need for social protection and thus contribute to mitigating the adverse effects of structural adjustment programmes. The ILO's governing body has established a Committee on Employment and Social Policy which regularly reviews the activities of the ILO relating to structural adjustment and its relations with the IMF, the World Bank and other international financial and economic institutions.

15. An interdepartmental project on structural adjustment was carried out in 1992-1993 to strengthen and coordinate the ILO's policy response and to promote

advisory services. This work provided material for the ILO's dialogue on structural adjustment with the Bretton Woods institutions, and a statement of guiding principles for ILO field activity on structural adjustment was issued in May 1993. The ILO advises individual countries on measures to reduce the social cost of national adjustment policies.

16. At the request of the Preparatory Committee for the Summit, the ILO prepared a paper on options for enhancing the employment and growth-generating capacity of the international economic environment. The paper was examined by a tripartite meeting at the ministerial level, held on the occasion of the eighty-first session of the International Labour Conference in June 1994 and then revised and transmitted to the Preparatory Committee at its second session. The Director General's report to the same session of the Conference contains proposals for strengthening the role of the ILO in international policy-making.

17. The World Health Organization (WHO) supports national planning through development of health and environment components in the Agenda 21 plans of member States; collaborates with other United Nations agencies in emergency preparedness and early warning systems to minimize the health and social impact of global environmental change and natural disasters; promotes improved methods of predicting the health and social impact of new industrial, agricultural or community development projects, programmes and policies; emphasizes the socio-economic costs and consequences of ill health; promotes social research methodologies on health and environment issues, with particular reference to women, indigenous populations, impoverished communities and vulnerable groups; and supports human resources development and training to enhance national capacity in the area of health.

18. The Food and Agriculture Organization of the United Nations (FAO) assists developing countries in policy analysis, the formulation of development strategies and programmes and the strengthening of institutions in the field of food and agriculture, including forestry and fisheries. It also assists countries to assess the impact of structural adjustment measures on the agriculture sector and the rural poor and in the design of policies to alleviate adverse impacts.

19. FAO helps developing countries to overcome adverse consequences of the international agricultural trading system and the decline in the terms of trade of agricultural exports. FAO assists in formulating commodity policies and strategies, including the promotion of commodity diversification, and it contributes to improving the transparency of commodity markets by providing secretariat support for intergovernmental commodity meetings and disseminating information.

20. The International Fund for Agricultural Development (IFAD) undertakes country strategy and country framework exercises in developing countries in order to promote rural poverty alleviation, enhanced nutritional status and food security. Through these exercises, IFAD engages Governments in constructive policy dialogue aimed at putting its programmes within the context of sustainable development.

21. The United Nations Industrial Development Organization (UNIDO) promotes industrialization as an instrument to achieve rapid economic and social development, improvement of the living standards and the quality of life of the peoples in all countries, and the introduction of an equitable and social order. Along with more specific technical cooperation and other services, it provides policy advice to Governments on the implications of different strategies and patterns of industrial development, with special emphasis on their overall social sustainability. Equitable development through industrial development is one of the five development objectives pursued by UNIDO.

22. UNIDO provides support to Governments and the private sector in creating and sustaining a policy and institutional environment conducive to small- and medium-sized enterprises, including programmes and systems to upgrade their managerial, technological and financial capabilities. UNIDO also assists countries to remove policy, legal and institutional barriers to the full and equal integration of women in manufacturing.

23. The training activities of the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) are geared to sensitizing policy makers to gender issues and their importance for the achievement of equity and parity. INSTRAW has prepared a video for policy makers on gender-training and two booklets for advocacy on gender issues. INSTRAW makes special efforts to mainstream gender into academic institutions.

24. Two computer models have been developed by INSTRAW, in collaboration with the Population Division, to assist policy makers to understand the relationship between certain sectoral policies and the advancement of women. The two models, entitled "Urban women in development" and "Rural women in development", provide a conceptual framework and serve as tools for recognizing the multisectoral approach needed to ensure equitable participation of men and women in development.

25. A United Nations University (UNU)/World Institute for Development Economics Research (WIDER) study, "Foreign resource flows and developing country growth", 3/ establishes the external resources developing countries as a whole require in order to achieve the social growth necessary (at least 5.5 per cent a year on average during the 1990s) to reach the development goals set for the year 2000.

## II. REDUCTION AND ELIMINATION OF WIDESPREAD POVERTY

26. The fundamental objective of the World Bank is to help reduce poverty and promote sustainable development in its member countries. The 1990 World Development Report: Poverty 4/ outlined a strategy for reducing poverty. How the strategy should be implemented was subsequently spelled out in two publications, Assistance Strategies to Reduce Poverty, 5/ and Poverty Reduction Handbook, 6/ and Operational directive 4.14: Poverty reduction. Since 1993, an annual progress report has examined the extent to which the Bank has implemented the poverty reduction strategy.

27. The Bank's poverty reduction strategy supports policies for growth that foster the efficient use of labour, an asset the poor have in abundance. Equally important are policies that provide the poor with better access to basic social services, including primary education, family planning, and primary health care. These measures are supported by safety nets to protect those people who are unable to take advantage of growth or those who might be adversely affected by the adjustment process.

28. A wide range of instruments is used to support poverty reduction efforts. The appropriate mix of lending between sectors, between macroeconomic and sectoral lending, and between targeted and non-targeted lending depends on the key poverty problems of the country in question, and on the efforts made by the Government and other donors.

29. Lending for human resources development has tripled since the early 1980s and now accounts for 15 per cent of total Bank lending. This includes an increase for the provision of basic education and primary health care services. Lending for agriculture and rural development and for water supply and sanitation remains significant, while many loans in other sectors focus directly on poverty reduction as well.

30. Lending for projects in the Programme of Targeted Interventions in fiscal year 1993 remained at 26 per cent of total investment lending. International development assistance lending for PTI remained at about 40 per cent. Overall, projects in PTI continue to be concentrated in agriculture and rural development, human resources development, water supply and sanitation, and urban development. They increasingly support the development of safety nets to improve the targeting of social welfare systems and/or create job opportunities for the poor via labour-intensive public works.

31. The Bank's adjustment operations support macroeconomic and sectoral policies that promote economic growth, efficient resource allocation, and more efficient delivery of public-sector services.

32. Gaining understanding of how the poor are affected by and respond to policy changes or development programmes usually requires looking beyond macroeconomic or sectoral issues into community or household behaviour. The Bank, therefore, is increasing the incorporation of participatory approaches into operations and analysis and the extent to which it collaborates with non-governmental organizations in project design and execution. In 1993 an estimated 30 per cent of all Bank projects involved collaboration with non-governmental organizations.

33. Country assistance strategies increasingly address poverty in a wider context. In discussions with borrowers over assistance strategies, poverty reduction is given priority. Country-specific poverty reduction issues are routinely discussed at consultative group meetings. In allocating IDA funds, priority is given to countries making strong efforts to reduce poverty.

34. Progress was made in preparing poverty assessments and other analytical work in 1993; the number of completed assessments is 28. By the end of 1995, 94 poverty assessments will be completed, with the total rising to 114 assessments for 101 countries by the end of 1997.

35. Other analytical work on poverty addresses the relationship between poverty and macroeconomic policies, including labour markets and public expenditures. The Bank is also exploring the relationships between poverty and safety nets and social security issues. It continues to make strides towards overcoming the lack of good household survey data, with support for Living Standards Measurement Surveys in a number of countries. Priority poverty indicators are collected systematically and are available in Social Indicators of Development. 7/

36. Bank procedures have been revised to require that the conclusions of poverty assessments be incorporated fully into country economic memoranda and country assistance studies. Each proposed adjustment and investment loan or credit must now be classified as either poverty-focused or not. Expanded training opportunities have been made available both to staff and to country representatives. Finally, each of the Bank's regions periodically outlines its progress in implementing the poverty reduction strategy and progress reports are prepared annually.

37. The IMF assists Governments to increase, within overall budgetary constraints, the level of public spending for the poor, for such items as primary health and education, and to improve the access of the poor to such services; it also encourages Governments to monitor the effects of such spending.

38. The ILO Constitution enshrines the fundamental principle that poverty anywhere constitutes a danger to prosperity everywhere. The reduction of poverty has always been an underlying objective of the ILO's standard-setting and operational activities. Its most powerful instrument is the protection of workers' rights to organize and engage in collective bargaining, which has enabled trade unions to obtain significant social gains and improved living standards for their members. The ILO also protects those who lack bargaining power and are particularly vulnerable in the labour market. Its standards and operational activities on minimum wages protect the most poorly paid workers and seek to reconcile the objectives of economic stability, growth and income distribution.

39. An important aspect of the ILO's work on poverty is the development of systems of social security and social protection. In developing countries, the main thrust has been to establish, strengthen and, wherever possible, extend the coverage of social insurance schemes. Through technical cooperation projects in Africa, the ILO has proposed some modest forms of protection for the self-employed, building on informal mechanisms for social protection that already exist. The basic aim of recent ILO activities in the field of social security is to ensure that social security systems make the best use of available resources and are designed to complement and support economic policy, particularly in those member States undergoing fundamental economic reforms.

40. Recognizing that large sections of the world's labour force are beyond the protection offered by trade unions, minimum-wage legislation and formal social security systems, the ILO has devoted a great deal of attention to alleviating poverty among workers in rural areas and the informal sector of developing countries. An innovative project aims to devise new approaches to improving

conditions in the informal sector, including productivity enhancement, improved technologies, the extension of certain basic forms of social protection, and the promotion of collective action by informal-sector producers and workers.

41. The ILO has also acquired considerable experience in the design and implementation of employment-intensive work programmes as a major means of combating poverty, particularly in Africa. Advisory services and training have been provided on labour-based techniques and the promotion of small-scale enterprises to carry out infrastructure projects funded by the public sector. In some African countries, the establishment of social development funds has resulted in the design of programmes for the unemployed and low-income groups.

42. Through its International Institute for Labour Studies, the ILO organized, in November 1993, a symposium on poverty: new approaches to analysis and policy.

43. FAO undertakes a wide range of activities in follow-up to the World Conference on Agrarian Reform and Rural Development, including assistance in the formulation of national agrarian reform and rural development policies and strategies and country- level assistance to increase the access of the rural poor to productive resources, particularly land and water, agricultural inputs, markets and services. There is a particular emphasis on financial services, extension, training and marketing. Considerable attention was given by the World Conference to promoting rural women's critical roles in agricultural and rural development and people's participation. FAO is currently undertaking an expanded work programme in these areas through the implementation of action plans on women and on people's participation, adopted by the FAO Conference in 1989 and 1991.

44. The World Declaration and Plan of Action for Nutrition 8/ adopted by the FAO/WHO International Conference on Nutrition in 1992 recognized that poverty, social inequality and lack of education are the primary causes of hunger and malnutrition. FAO is implementing the Plan of Action, which calls for concerted efforts to direct resources to those most in need in order to raise their productive capacities, improve their social opportunities and increase access to food. FAO is assisting States to prepare and implement national plans of action for nutrition which address, inter alia, the incorporation of nutrition objectives into national and sectoral development policies and programmes, community development and household food security, food quality and safety, micronutrient malnutrition, nutrition education, and food and nutrition information systems.

45. FAO provides the secretariat for the Committee on World Food Security which, through its annual intergovernmental consultations, has strengthened the international capability to combat food insecurity by more effective monitoring of food problems and dissemination of timely information on impending food emergencies.

46. FAO Global Information and Early Warning System (GIEWS) continues to monitor crop and food supply conditions throughout the world, particularly in the developing countries most vulnerable to food shortages and disasters. GIEWS crop and food supply assessment missions, which are fielded in cooperation with

WFP, include the evaluation of the food requirements of target beneficiary groups and logistical aspects for supplying emergency assistance.

47. FAO is implementing a Food Security Assistance Scheme to assist countries or regional organizations to develop comprehensive national or regional food security policies and programmes. Within this scheme FAO assists countries to identify the groups of families at risk, analyse the causes, and propose actions to strengthen their food security.

48. FAO has a programme on forestry and food security/nutrition which supports countries in undertaking studies on their population's dependency for food security/nutrition on tree and forest products and in preparing policy papers and extension and training manuals. It also assists organizations of small farmers and herders to document indigenous knowledge, collaborate in research and extension sponsored by Governments and non-governmental organizations and aimed at sustainable land and forest use and in advocacy for appropriate enabling policies and access to technical support and resources.

49. FAO has developed an International Cooperative Programme Framework for Sustainable Agriculture and Rural Development (ICPF/SARD) to streamline and rationalize its field programme to meet the objectives of the den Bosch Declaration and Agenda for Action on Sustainable Agriculture and Rural Development, 9/ Agenda 21 10/ and the World Declaration and Plan of Action for Nutrition. 8/ This includes 12 priority special action programmes grouped in four categories:

(a) Policy formulation and advice for agriculture and food security, forestry and fisheries;

(b) People's welfare/people's participation, rural households, and food and nutrition;

(c) Sustainable management of natural resources - land, water, animal and plant genetic resources;

(d) Sound use of agricultural inputs - plant protection and plant nutrition.

50. The United Nations efforts to tackle poverty alleviation include direct support to grass-roots activities. Based on the identification and selection by villages of specific micro-activities to address their primary needs, the projects foster sets of small-scale income-generating activities developed and managed by villagers, who contribute a share of the operating capital to the enterprise, usually in the form of labour or provision of local materials. The projects train villagers in such areas as functional literacy, micro-project management and administration, and relevant technical skills. They also support local institutional development and capacity-building. Particular emphasis is placed on the representation of women in village development committees, their participation in problem-solving assemblies, and the creation of remunerative activities especially for them.

51. In 1992 the United Nations convened a seminar on the topic of women in extreme poverty-integration of women's concerns into national development planning. An expert group meeting on women in urban areas, in 1993, addressed the specific factors behind urban poverty among women and ways of combating it.

52. The United Nations is circulating a draft text to member States, intergovernmental organizations and non-governmental organizations affiliated with the Economic and Social Council on a world youth programme of action. It contains targets for making farming more rewarding and attractive to youth; land grants for young people with special needs; cooperation between urban and rural youth in food production and distribution; and the relationship between hunger among youth and population policy. The targets will form part of a world youth programme of action to be adopted by the General Assembly in 1995.

53. Nearly three fourths of UNDP's fifth cycle country programmes are concerned with poverty alleviation. UNDP's operational approach to poverty alleviation supports countries in building capacities to diagnose and respond to their most pressing poverty problems. Particular attention is paid to the relationships between macro-policy frameworks and poverty, access to health, education and other fundamental social services, and improved structures and institutions for widening participation in social-sector decision-making.

54. UNDP has also played a pivotal role in the preparation of national anti-poverty programmes, whether through advocacy or direct involvement in the design process. As a first step towards the formulation of national strategies to reduce poverty, UNDP supports the preparation of baseline studies to identify the poor, their location and the root causes of their poverty. In a number of countries, these studies served as the planning framework to adjust policies to address the critical development needs of the populations. In addition, UNDP assisted several Governments to elaborate a coordinated sustainable human development approach, with an emphasis on poverty alleviation.

55. Increasingly, UNDP has promoted improved systems of governance, particularly through decentralization and judicial reform. In Nepal, for example, support for decentralization became the centrepiece of UNDP assistance to the Government in the area of poverty alleviation and human development. Similarly, major relief-to-development initiatives, such as Central America's PRODERE, Sudan's Area Development Scheme and Cambodia's CARERE programme, have adopted an area-based approach, working with communities, support organizations and Governments at the district and provincial level.

56. At the micro level, UNDP promotes participatory approaches and small-scale activities involving non-governmental and grass-roots organizations that focus on empowering poor communities. Cooperation with these organizations focuses on income generation and the provision of basic services, strengthening non-governmental organization capacity, and promoting greater interaction between these organizations, Governments and the United Nations system.

57. UNDP pays increased attention to strategic planning for non-governmental organizations and emphasizes networking and the exchange of experiences among organizations of civil society, as a means of increasing leverage in decision-making.

58. At the regional level, some major new initiatives like the South Asian Programme on Institutional Development at the Grass-roots Level rely on social mobilization as the key to eliminating poverty. An initial investment in social organization at the local level is followed by financial support to implement certain key communal projects which respond to priority needs identified by rural communities themselves. Training and the mobilization of local resources through a saving and credit scheme become key ingredients to ensure long-term sustainability. UNDP's contribution of $7 million to this subregional programme is expected to be leveraged several times to become a multidonor programme of over $100 million.

59. Several small-grant programmes are designed to support community-based initiatives, especially in the area of income generation and environmental regeneration, and to promote local solutions to community problems through partnership-building and decentralized decision-making.

60. A joint UNDP/United Nations Centre for Human Settlements (UNCHS)/World Bank Urban Management Programme works with developing country Governments to build local capacity to address problems in five substantive areas: municipal finance and administration; infrastructure; land management; urban environment; and poverty reduction. Through the programme, national and local authorities, the private sector and community representatives are encouraged to discuss specific problems and to propose solutions. By improving services and making them more accountable, participatory and transparent, the management programme will benefit all who receive services, especially the urban poor.

61. In 1992, UNDP and UNCHS in partnership with the ILO and the United Nations Volunteers (UNV) launched a programme in Africa, Asia and Latin America designed to promote community-based initiatives for poverty alleviation, enhanced productivity of micro-enterprises and improved access of the poor to credit and employment opportunities, to improve the living conditions of urban low-income communities and to develop policies and strengthen organizations committed to poverty alleviation.

62. Through programmes at both the national and international levels, the United Nations Population Fund (UNFPA) provides family planning services to women and men who wish to limit or space births.

63. The United Nations Children's Fund (UNICEF), WHO and UNFPA have established as major goals, to be achieved between 1990 and the year 2000 a reduction in infant mortality rates and under-five mortality rates in all countries by one third, or to 50 and 70 per 1,000 live births, respectively, whichever is less; and a reduction in maternal mortality rates by one half. UNICEF and WHO also have set as major goals, to be realized between 1990 and the year 2000, a reduction in severe and moderate malnutrition among children under five years of age by one half, and universal access to safe drinking water and to sanitary means of excreta disposal. In addition, UNICEF and WHO have set goals to eliminate poliomyelitis by the year 2000 and neonatal tetanus by 1995 and for the virtual elimination of iodine deficiency disorders and vitamin A deficiency. Targets have also been set for a reduction in low-birth weight, iron deficiency anaemia in women, measles deaths, measles cases, deaths of children under five years of age caused by diarrhoea, and acute respiratory infections. Other goals

pertain to empowerment of all women to breastfeed their children and the maintenance of a high level of immunization coverage. The above-mentioned health goals of the World Summit for Children have been endorsed and are being promoted by the concerned organizations.

64. The World Declaration on the Survival, Protection and Development of Children and the accompanying Plan of Action, 11/ adopted in 1990, on the occasion of the World Summit for Children, whose lead agency was UNICEF, links a commitment to a global attack on poverty to giving priority attention to the vulnerability and special needs of children in developing countries.

65. UNICEF promotes a number of interrelated strategies to combat malnutrition. These include immunization to avert the nutritional toll of preventable childhood diseases, the use of oral rehydration therapy to control diarrhoeal diseases and reduce their impact on child growth, the development of secure food supplies, creation of primary health care services, breastfeeding, improved child-feeding practices, and programmes to control the three main forms of micronutrient malnutrition (deficiencies of iodine, vitamin A and iron).

66. WHO's Global Strategy for Health for All by the Year 2000 12/ seeks to attain for all peoples of the world a level of health that will permit them to lead socially and economically productive lives.

67. The ninth general programme of work (1996-2001), recently adopted by the World Health Assembly, establishes four policy orientations:

(a) Integrating health and human development into public policies;

(b) Ensuring equitable access to health services;

(c) Promoting and protecting health;

(d) Preventing and controlling specific health problems.

Goals and targets have been identified: to increase the span of healthy life for all people in such a way that health disparities between groups are reduced; to ensure universal access to essential health care services, comprising at least the eight essential elements of primary health care (education concerning prevailing health problems and the methods of preventing and controlling them; promotion of food supply and proper nutrition; an adequate supply of safe water and basic sanitation; maternal and child health care, including family planning; immunization against the major infectious diseases; prevention and control of locally endemic diseases; appropriate treatment of common diseases and injuries and mental health care; and provision of essential drugs); to ensure survival and healthy development of children; to improve the health and well being of women; to ensure healthy population development; to eradicate, eliminate or control major diseases constituting global health problems; to reduce avoidable disabilities through appropriate preventive and rehabilitative measures; to ensure continued improvements in nutritional status for all population groups; to enable universal access to safe and healthy environments and living conditions; and to enable all people to adopt and maintain healthy lifestyles and healthy behaviour.

68. At the World Health Assembly in 1992, technical discussions were held on the theme "Women, health and development", drawing attention to the importance of socio-economic factors in the health of women and to the effects of differences between males and females in nutritional status, disease prevalence, availability of health services and quality of health care. WHO has established a Global Commission on Women's Health.

69. WHO has established a programme entitled Intensified Collaboration with Countries in Greatest Need. The effort concentrates on not only the poorest countries but also on the poorest and most vulnerable groups within those countries. The improvement of health and environment is linked with the alleviation of poverty through the provision of better access to health care and the introduction of income-generating schemes. A workshop on banking for health, in June 1994, jointly sponsored by the World Bank, recommended the implementation of a viable health credit delivery model for providing access to credit to disadvantaged groups, especially women.

70. An information network, Partners in Health, has been established to promote the effective sharing of information on health system reforms between institutions in developed and developing countries. WHO takes a lead in this network, together with UNDP and the World Bank.

71. Efforts by the United Nations Educational, Scientific and Cultural Organization (UNESCO) to combat poverty and to enhance the sharing of knowledge include reducing illiteracy rates; launching programmes for professional and vocational training of underprivileged groups; transferring appropriate technologies and the development of local technologies; facilitating access to information and to social services; and providing a framework and knowledge base for understanding relations between population, environment and human sustainable development as a basis for education, training and information activities.

72. UNESCO collaborated with the International Social Science Council (ISSC) to publish a collection of essays entitled Poverty in the 1990s: The Responses of Urban Women. 13/ UNESCO also published two monographs on anti-poverty projects carried out in India and Bangladesh.

73. In 1986, following the International Meeting of Experts on Poverty and Progress, jointly organized by UNESCO and the United Nations University, a volume was published entitled Poverty, Progress and Development, 14/ which aimed to increase knowledge of the social mechanisms of pauperization, marginalization, and the exclusion of certain groups in society and to bring to light the potential and creative role of socio-cultural, intellectual, ethical, moral and spiritual values in progress and development.

74. Joint UNESCO/UNICEF goals for children, which are also common to UNDP and the World Bank, call for universal access to basic education and achievement of primary education by the year 2000 for at least 80 per cent of primary-school-age children and reduction of the adult illiteracy rate to at least one half its 1990 level, with an emphasis on female literacy.

75. While human rights violations and conflict are the major causes of refugee movements, material and social deprivation also constitute life-threatening circumstances which may force people to leave home. In its prevention and solutions strategies, the Office of the United Nations High Commissioner for Refugees (UNHCR) pays particular attention to the complex motives behind flight. In countries giving rise to refugees, where displacement and development conditions are interrelated, UNHCR encourages development programmes and assistance activities to stabilize populations that would otherwise be compelled to survive on the other side of a border. UNHCR plays a similar role in countries of asylum by mobilizing support to refugee host areas and communities, aiming to reduce the burden caused by the inflow of large numbers of refugees.

76. The United Nations system-wide Guidelines on Refugee Aid and Development, adopted in 1992 by the Administrative Committee on Coordination, facilitate the planning and implementation of inter-agency developmental programmes in favour of refugees, returnees, displaced persons and host communities.

77. UNIDO is working to reduce poverty among women, inter alia, by alleviating negative impacts which may arise from industrial restructuring (including privatization) and technological change.

78. UNIDO supports regionally decentralized and balanced industrial development to reduce disparities and stem rural/urban migration flows. Integrated regional industrial development is pursued in a number of countries, with emphasis on industry/agriculture and industry/service linkages, industrial zoning approaches, investment promotion for disadvantaged regions, and decentralized support systems for small-scale industries.

79. UNIDO promotes agro-processing and agro-related industries with a view to improving the productivity and income-generating capacity of the rural population. A special programme is being implemented for the least developed countries of Asia and the Pacific, in collaboration with ESCAP.

80. In the Cartagena Commitment, 15/ adopted at the eighth session of the United Nations Conference on Trade and Development, in 1992, the member States of UNCTAD agreed to give the fight against poverty a predominant place in UNCTAD's new mandate. The UNCTAD Trade and Development Board established the Standing Committee on Poverty Alleviation, which is to meet annually to exchange national experiences and to analyse and discuss national and international policy issues concerning poverty.

81. An intergovernmental group of experts was convened to address exchanges of experiences on poverty reduction: impacts of social funds and safety nets, including mobilization of domestic and external resources for poverty alleviation.

82. UNCTAD, in collaboration with UNRISD, is organizing a preparatory workshop on social mobilization and organization of the poor.

83. The Global Strategy for Shelter to the Year 2000 16/ was launched in 1989, with the United Nations Centre for Human Settlements (Habitat) as the implementing agency. The strategy aims to improve global shelter conditions by

creating a legal institutional and regulatory environment to facilitate the construction and improvement of housing for all, but especially by and for the poor.

84. Habitat and the World Bank have established a Housing Indicator Programme and are working with a number of Governments to build national capacity for regular assessment of the housing supply.

85. The United Nations Environment Programme (UNEP) 1993 World Environment Day message, "Poverty and the environment", underlined the fact that sustainable development cannot succeed until poverty is addressed. UNEP and Habitat plan to work together to clarify and tighten the linkages between environmental management and sustainable human shelter policies.

86. IFAD's approach to rural poverty alleviation aims to improve the economic conditions under which the poor produce and the resource base of the poor and its productivity. The approach focuses on the enabling macro and institutional environment, improved access to land and credit, small-scale irrigation schemes, the development of traditional crops, research and extension for smallholders, and the preservation and rehabilitation of the environment of the rural poor. IFAD's approach identifies the most vulnerable groups in each country, their sources of income, and constraints on their productivity. In 1992 IFAD published The State of World Rural Poverty: An Inquiry into its Causes and Consequences. 17/

87. World Food Programme (WFP) assistance provides safety nets for poor people in times of emergencies and economic adjustment through compensatory employment and nutrition programmes; it also supports basic social services for the poor, such as primary health care, nutrition, education and training.

88. UNU is generating a series of studies on social support systems and their effect on the aged in the changing social environment of the developing world.

89. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides education, health, and relief and social services to more than 2.7 million Palestine refugees. Through its special hardship programme, it targets those refugees who suffer the greatest socio-economic disadvantage.

90. The United Nations Drug Control Programme (UNDCP) seeks to establish an economic and social environment which provides farmers with alternative opportunities to achieve acceptable incomes and living standards so as to encourage them to abandon illicit crop cultivation. It also introduces improved farming systems and provides training in the cultivation of legal crops.

91. The Centre for Human Rights works with indigenous peoples to consider how to strengthen indigenous self-development. The Centre helps to develop a broader conception of what constitutes poverty applicable to relatively self-sufficient and unacculturated societies.

92. INSTRAW has conducted a number of studies on the contributions and participation of women in economic development, particularly through the

informal sector and/or unpaid work. The results assist in analysing the correlations between poverty and women's activities, use of their resources and access to existing facilities.

93. INSTRAW is preparing a publication on women and credit which focuses on the need to improve women's access to financial resources through better credit programmes. A study in the Dominican Republic assesses the impact on the well-being of women and their families of expanded credit for women's micro-enterprises versus those owned by men.

94. The Fourth Asian and Pacific Ministerial Conference on Social Welfare and Social Development, held in 1991, adopted a social development strategy for the Economic and Social Commission for Asia and the Pacific (ESCAP) region to the year 2000 and beyond, with three basic objectives: eradicating absolute poverty, realizing distributive justice, and enhancing popular participation.

95. In 1992, ESCAP, as part of a restructuring of the Commission's conference structure, established a Committee on Poverty Alleviation through Economic Growth and Social Development. To guide discussion at the Committee's first session, papers were prepared on the regional situation, national and international approaches to poverty alleviation in the region and the promotion of people's participation in poverty alleviation through community-based, target group-oriented programmes, and the role of non-governmental organizations.

96. In 1993, ESCAP organized an Expert Group Meeting on National Poverty Concepts and Measurements for which a series of studies on concepts, approaches to the measurement of poverty, and characteristics of the poverty situation in the region were prepared.

97. ESCAP will convene, in October 1994, the Asian and Pacific Ministerial Conference in preparation for the World Summit for Social Development. It is envisaged that the Conference will adopt a declaration on a social development agenda for the ESCAP region into the twenty-first century, with particular reference to the three core issues.

98. In preparation for the World Summit for Social Development, the Economic Commission for Africa (ECA) convened, in January 1994, the First Meeting for the Conference of African Ministers responsible for Human Development. The Conference adopted the African Common Position on Human and Social Development in Africa, which was transmitted to the Preparatory Committee for the Summit at its first substantive session.

99. ECA organized the third African Population Conference in Dakar in 1992. The Conference adopted the draft Dakar/Ngor Declaration on Population, Family and Sustainable Development. 18/ The accompanying resolution was endorsed at the nineteenth meeting of the ECA Conference of Ministers of Planning and Economic Development. ECA has developed a five-year programme for the implementation of the recommendations of the Population Conference, including monitoring/evaluation process, convening of the inaugural meeting of the follow-up committee and mobilization of available experts and the institutions that will support the efforts of member States. ECA has organized training workshops on integrating population variables in development planning in Africa and on

evaluating, mobilizing and disseminating data from population censuses in African countries.

100. ECLAC has cooperated with UNDP to organize biennial conferences on poverty alleviation as a forum for intra-regional exchanges of country experience. At the three regional conferences - in 1988, 1990 and 1992 - government officials, researchers, experts and practitioners from the region discussed concepts, approaches and methodologies on poverty in Latin America. The conferences produced a number of publications, including Development Without Poverty. 19/ Building upon this work, UNDP and the IDB jointly sponsored a regional meeting in Washington, D.C., in February 1993 to discuss a framework for a strategy on poverty alleviation and social development for the 1990s.

101. With the Organization of American States ECLAC operates the Joint Programme on Social Policies for Latin America and the Caribbean, whose central objective is to rationalize the allocation and use of public social spending.

102. The Economic and Social Commission for Western Asia (ESCWA) is preparing a unified study on the social aspects of poverty, which will examine poverty intersectorally. A technical cooperation project on community development in selected countries will provide a rural perspective on issues of poverty and unemployment.

103. The Conference of European Statisticians of the ECE is drawing up a draft declaration to the World Summit for Social Development, highlighting the importance of statistical information and data in monitoring progress towards socially, economically, and environmentally oriented goals. It is also preparing the draft set of recommendations for the 2000 round of population housing census in the region.

104. In 1993 ECE, UNFPA and the Council of Europe jointly convened the European Population Conference, a ministerial-level intergovernmental conference which reviewed population trends and population-related policies in the region and adopted a set of recommendations addressing them.

## III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

105. The essential objective of the ILO has always been to make full, productive and freely chosen employment a major goal of development policies. This objective is enshrined in the Employment Policy Convention, 1964 (No. 122).

106. To pursue employment objectives in a comprehensive manner, the ILO, in 1969, launched the World Employment Programme, 20/ involving research and its dissemination, advisory services, and technical cooperation activities. The ILO attempts to monitor, investigate, and provide advice on the range of factors and policies which influence the levels and the quality of employment. Particular attention is paid to macroeconomic policies, including stabilization, structural adjustment and economic reform programmes, their long-term effects and the scope for alleviating their short-term social costs; sectoral policies, particularly measures to stimulate investment and enhance the growth of more productive employment in rural areas and in the informal sector; technological change and

the factors which influence the choice of labour-saving or labour-intensive technologies in different national or sectoral contexts; the functioning of labour markets and the promotion of active labour market policies and institutions to achieve a better balance between labour supply and demand and to improve access of vulnerable groups to employment; government interventions in the labour market, including labour regulations and social protection measures; policies for training and labour mobility; policies and measures to encourage the growth of entrepreneurship and the development of viable small enterprises; and the role of direct employment creation schemes, including public works and infrastructure development.

107. While the principal focus of the Programme has been the promotion of employment in developing countries, the ILO is increasingly concerned with international dimensions, including international migration for employment and the impact of international trade and capital flows on employment.

108. In the industrialized countries, ILO research has addressed the relationship between labour-market flexibility and employment levels, critically examining common assumptions that the costs of labour standards and protection are the major factor behind Europe's high unemployment levels. The ILO has also assisted countries in transition to deal with acute employment problems, including the improvement of employment services, labour market reforms and the design of active labour market policies.

109. The ILO Governing Body's Committee for Employment and Social Policy meets twice a year to examine critical employment and labour market issues and to guide the Organization's work in the above fields. Issues examined at recent sessions have included wage policy, active labour market policies, industrial relations and employment, the role of social protection and social safety nets in structural adjustment, and patterns of employment growth under changing conditions of labour supply and demand.

110. An ILO/UNDP project, undertaken in preparation for the Summit, examined the employment outcomes of macroeconomic policy and the macroeconomic policy decisions that are needed to create productive and sustainable employment. The project was based on a comprehensive review of regional experience over the past decade, with the papers discussed at the Expert Meeting on Economic Policy and Employment, held at ILO headquarters in May 1994. A paper synthesizing the results of the project will be submitted to the Preparatory Committee at its second session.

111. The ILO has recently embarked on the preparation of a world employment report, the first issue of which will be released shortly before the Summit. The report, henceforth to be issued annually, will analyse the world employment situation, the impact of economic, financial and other policies, and the policies required at national and international levels to improve the situation.

112. UNCTAD and the ILO are jointly organizing a preparatory workshop on the effects on poverty alleviation of structural adjustment programmes, job creation policies and means for the participation of small-scale and micro enterprises in international trade.

113. Human resource development, or investing in human resources, is at the heart of the World Bank's development-assistance strategy in the 1990s. It strives for poverty reduction through intensified support for welfare-enhancing, primary-level services, and lays the foundation for efficient economic growth through investment in human capital and transfers of scientific and technological knowledge and practice. The Bank's ability to deliver high-quality and relevant services to its borrowers has been strengthened through the establishment of a new Vice-Presidency for Human Resources Development and Operations Policy, which provides policy guidance and operational support to the Bank's six operational regions in the field of human resources development and provides guidelines to the regions on operational policy.

114. Bank lending for human development programmes increased to $3.8 billion in fiscal year 1993. Current investment lending for human resource development has nearly quintupled since the early 1980s, while lending objectives have evolved from a relatively narrow emphasis on physical infrastructure to increasing concern with sector-wide issues and policy-based strategies.

115. Over the past two decades, Bank lending for human resource development has largely been directed to education, particularly basic education. In fiscal year 1993, 32 projects with total commitments of $2,006 million were approved. Lending for education is concerned with both access and equity, and especially with strategies to target girls and women, the poor, and disadvantaged groups.

116. Bank lending for population, health and nutrition has expanded rapidly, amounting in fiscal year 1993 to $1,812 million for 25 projects. Lending for health increasingly emphasizes strengthening capacity to formulate health policies, programme planning, and management, and includes the participation of beneficiaries and non-governmental organizations in project preparation. Greater attention is also being given to women's health and its effect on the health and welfare of families and to select priority diseases such as malaria and AIDS. Since 1987 the Bank has expanded its direct lending for nutrition 18-fold, to reach the amount of $357 million in fiscal year 1993 alone, not including nutrition components in structural adjustment and sectoral adjustment projects or food-for-work operations. The new generation of nutrition projects is often designed in the context of overall poverty-reduction strategies and emphasizes the provision of nutrition services targeted to poor and disadvantaged groups, especially children under age three and their mothers.

117. The Bank's Women in Development (WID) initiative addresses women's needs in economic and sectoral work and in the lending programme. In fiscal year 1993, 45 per cent of all projects approved contained gender-specific action and interventions. A policy paper on enhancing women's contribution to economic development was recently endorsed by the Board. The paper sets out a twofold policy: a systematic "mainstreaming" of gender issues in Bank operations; and continued analysis of the economic implications of gender disparities and identification of the best operational practices for addressing them. The Bank is also preparing a special study on closing the gender gap: investing in and releasing the economic potential of women, which will be the Bank's contribution to the Fourth World Conference on Women. In addition, the Bank will undertake analytical work on the legal and regulatory barriers that limit women's access

to assets and services and prevent them from participating in economic development.

118. The Bank's large and diverse lending programme for human resource development is underpinned by an operationally focused programme of research and policy work providing analytical support for lending in new areas and the treatment of priority issues, draws upon the lessons of operational experience from studies by the Bank and outside sources, and from the contribution of scholars and policy makers from developing countries, often via policy seminars organized jointly with the Bank's Economic Development Institute (EDI).

119. In the area of labour markets, average Bank lending in support of programmes or policy reforms to enhance labour-market functioning has risen during the past two years. During fiscal years 1992, 1993 and the first half of 1994, the Bank financed 62 projects covering at least one of the following nine labour-market components: public works; micro-enterprise development; labour market information and monitoring; training; employment services; insurance/compensation schemes for unemployed/retrenched workers; labour market issues related to women workers; labour code revision; and revision of the pension system. Average lending was approximately $17 million per project in fiscal year 1992, rising to $23 million in fiscal year 1993 and to $39 million in fiscal year 1994. Since fiscal year 1992, coverage of labour market issues in World Bank reports has also been growing.

120. In conjunction with greater lending, the Bank is expanding its economic and sectoral work in the area of labour markets and social security. The key objectives are to broaden understanding of the labour market impacts of policy reforms, such as enterprise privatization, public sector retrenchment and decentralization, and other macroeconomic adjustments; assist countries with the design of secondary education and vocational training systems that efficiently prepare young people for productive work; and analyse the redistributive and efficiency effects of social security and social insurance systems.

121. The 1995 world development report on labour and development will provide, inter alia, a framework for analysing country experiences with respect to labour and social security policies that promote rapid, labour-demanding growth, while providing protection or income security for those in the labour force and their dependants.

122. The main contribution of UNIDO to social development lies in the expansion of productive employment in industry. Specifically, the small and medium enterprise programme of UNIDO generates productive employment and increases income particularly by supporting enterprise creation and entrepreneurship development. UNIDO assists in developing and strengthening support systems and networks to upgrade technological and managerial capabilities and to mobilize finance and facilitate access to markets. It also promotes the networking of small and medium enterprises, both vertically, in terms of subcontracting arrangements with large enterprises, and horizontally, in terms of subsectoral clusters.

123. A thematic programme, Women Entrepreneurs for Growth, addresses the key interrelated constraints arising from a lack of technical and business skills

and access to formal credit and from difficulties in gaining access to formal industrial training. The programme combines subsector-specific training with advisory services on institutional innovations, such as incubator schemes. UNIDO undertakes programmes for the development and transfer of appropriate technology for women in the manufacturing sector, mainly in the areas of food-processing, energy-saving measures and environmentally sound technologies. Efforts are also being made to secure women's access to biotechnologies with a positive environmental impact.

124. UNIDO has started to implement a special integrated programme in support of the local production of health sector inputs in African countries. The programme emphasizes the manufacture by small and medium enterprises of rubber, plastic, metalworking and engineering products and spare parts and training programmes in maintenance.

125. The United Nations World Economic and Social Survey, 1994 21/ contains an extensive examination of the salient features of the employment situation in the early 1990s in developing countries and in developed market and transition economy countries.

126. The United Nations draft world youth programme also contains targets on opportunities for self-employment, employment opportunities for specific groups of the youth population, skills training for income generation by young people, voluntary community service for youth, and the needs created by technological change. The aim is to ensure that employment opportunities are created for young people in fields that are rapidly evolving as a result of technological innovation.

127. Within the framework of United Nations support for community development projects, employment opportunities in the management of small-scale projects, revolving loan funds etc. are created. Training in technical and business skills aims to enhance employment opportunities for women and other groups with special needs.

128. UNDP, in cooperation with the ILO and other United Nations partners, encourages entrepreneurship in the development of successful small-scale and informal-sector enterprises. Initiatives reflect a growing awareness of the interlinkages between various aspects of human resources development strategies, such as the importance of better labour market information to determine the need for broad skills and knowledge patterns and thus to shape education and training system interventions.

129. UNDP undertakes integrated human resources development missions which directly involve the ILO, UNESCO and WHO. In Africa, UNDP is working with Governments and other development partners to relate employment policy to other aspects of public-sector strategies at the national and subnational levels. In Ethiopia, integrated strategies for human resources development are being developed collaterally in education, training, science and technology, and health.

130. UNHCR supports the furthering of skills among refugees in order to enhance opportunities for self-sufficiency through various forms of income-generating

activities. Where refugees have access to arable land, UNHCR supports their agricultural activities, to enhance food security and provide supplementary income.

131. At the time of voluntary repatriation, skills acquired in refugee camps are a valuable asset for both the returnees themselves and the areas to which they return. While UNHCR support for the reintegration of displaced persons in their places of origin is primarily geared towards occupation in agriculture, off-farm income-generating opportunities are also supported.

132. One obstacle to furthering employment and income-generating opportunities for refugees and returnees is limited access to affordable credit schemes. UNHCR, working with other agencies, encourages their establishment. UNHCR may inject funds in existing revolving credit facilities, provided the target population, particularly female-headed households, have access.

133. Teachers, health workers, logistical officers and other service-sector staff who have benefited from professional experience and training in refugee camps may have difficulties upon returning home in obtaining employment despite proven demand for their services, thereby sometimes deterring or delaying the return of skilled refugees who could make immediate contributions to the rehabilitation of their war-torn home areas. UNHCR is prepared to support joint donor efforts to facilitate their absorption.

134. In Accra, Ghana, in June 1993, ECA convened a meeting in which the African Federation of Women Entrepreneurs was launched. ECA carried out a detailed feasibility study on the creation of an African Bank for Women to provide credit and support services enabling women to undertake income-generating activities. An ad hoc expert group was scheduled for June 1994 to give effect to the recommendations of the study. ECA carried out a feasibility study on establishing an African youth fund to enable young people, especially school-leavers, to create self-employment and income opportunities.

135. ECA organizes national and regional training workshops on methods, techniques and strategies to improve the delivery of non-formal education for development; curriculum development and evaluation courses for experts in curriculum development; educational planning and administration; teaching and learning methods/techniques. In 1993 ECA, in collaboration with UNESCO, organized an ad hoc expert group meeting on curriculum reform and confidence-building in Africa. The meeting elaborated a plan of action in these areas.

136. ECA has initiated a number of activities addressing brain-drain in Africa. In addition to research studies, ECA has organized, in collaboration with the Association of African Universities, senior policy workshops on academic staff retention, mobilization and management of financial resources in African universities, and enhancing the interface between government policy-making entities, universities and research institutions in support of economic reform and development in Africa. ECA and the International Organization for Migration (IOM) jointly initiated the Return of Skills Programme for Africa in 1983. Since its inception, the Programme has managed to bring back several hundred skilled Africans to the region.

137. ECA organizes national training workshops on employment planning, productivity enhancement, entrepreneurship and enterprise development and invigorating the informal sector, with a view to assisting member States in formulating policies, strategies and programmes for the generation of productive employment and income.

138. In 1980 ECA established the Conference of African Ministers Responsible for Human Resources Planning, Development and Utilization in Africa. It was restructured in 1993 into the Conference of African Ministers Responsible for Human Development. The mandate of the Conference, which is to meet every four years, is to address issues related to sustainable development and transformation through the effective implementation of human-centred development strategies and programmes; to assist member States to develop, harmonize their policies and programmes and monitor developments in the area of human development and related fields; and to encourage the establishment of appropriate mechanisms at the national, subregional and regional levels to ensure human development through democratization and popular participation.

139. An ECE study on the role of small- and medium-sized enterprises in generating new employment opportunities was followed by an ECE workshop on the issue, including examination of the role of small- and medium-sized enterprises in international trade and investment. Long-term unemployment in market economies and the impact of the restructuring and privatization process on the employment situation in the transition economies were considered by the senior economic advisers to ECE Governments at a 1993 meeting.

140. ECE, in collaboration with UNFPA and member countries, is carrying out studies on the socio-economic determinants of demographic trends which require adaptations in public policy. ECE is also preparing a high-level regional meeting on the role of women in the economy, paying special attention to their economic integration and full participation in employment. The ECE's Conference of European Statisticians has convened several meetings to discuss methodological problems and issues such as improved measurement of women's participation in the labour force, estimates of women's underemployment, and methods of measuring women's contribution to household income.

141. ECE has worked with other regional commissions to prepare a proposal on interregional collaboration in social development, focusing on the impact of international migration in countries both of destination and of origin. This proposal will be part of a report of the regional commissions to the Economic and Social Council.

142. In 1993 ESCWA organized expert group meetings on unemployment and on human development.

143. UNESCO has established international and regional networks for research and action pertaining to the role of women in the informal sector and to strategies aimed at reducing the vulnerability of women working in the sector.

144. As part of its programme Intensified Collaboration with Countries in Greatest Need, WHO is helping countries in greatest need to develop sustainable institutions for planning and managing internal and external resources for

health as an integral part of socio-economic development and also coordinating inputs from the donor community in line with comprehensive national policies for health development.

145. FAO, through a range of initiatives, promotes the development of agro-industries and the creation and diversification of gainful employment in agriculture, livestock, forestry and fisheries. A programme of marginalized pastoral populations assists in identifying income-earning opportunities and promoting self-development by strengthening pastoral associations.

146. A series of studies is being undertaken on the employment and income implications of structural changes in formerly centrally planned economies, including the restructuring of the agricultural cooperative system. This is aimed at developing new production structures to enhance labour and land productivity, while promoting participatory decision-making and resource management.

147. FAO is carrying out studies on forest-based small-scale enterprises and non-timber forest products with particular emphasis on social, institutional and equity issues. Work is taking place on the technical aspects and on developing methods for locally controlled and managed market information systems for forest and agro-forest products.

148. IFAD undertakes investment in developing countries to create employment opportunities for the rural poor. In promoting technological dissemination, it adopts intensive farming, mindful of the need to conserve resources and fund labour-intensive, non-farm activities.

149. WFP, through its development assistance programmes, supports labour-intensive projects for the construction and improvement of rural infrastructure. Such works also underpin natural disaster mitigation and rehabilitation strategies and programmes.

150. In the current programme of INSTRAW on measuring and valuing unpaid contributions: accounting through time-use, analytical work is expected to provide direction in improving and expanding relevant concepts on production and employment, giving sufficient recognition to the work being done outside the regular and formal market sphere.

151. INSTRAW, in collaboration with the Statistical Institute of Asia and the Pacific and the Japan International Cooperation Agency, convened a subregional seminar/workshop on statistics on gender issues in March 1994. The seminar also focused on alternative statistical methods of measuring and valuing women's productive activities and measuring women's contribution to household income, which was also discussed at the subregional seminar on gender statistics in the francophone African countries, conducted by INSTRAW in collaboration with the Government of Morocco.

152. The Centre for Human Rights promotes the strengthening of indigenous control over land and resources as a means of providing economic viability to indigenous communities, large numbers of whose people become unemployed due to forcible displacement and loss of land and resources.

153. As a response to growing unemployment among Palestine refugees following the Gulf crisis in 1991, UNRWA launched an expanded income-generation programme, the core activity of which was the establishment of revolving loan funds to assist in creating employment opportunities through the provision of financial capital for the expansion of existing or the development of new enterprises.

## IV. SOCIAL INTEGRATION

154. Human rights, lie at the core of social development. They also highlight intrinsic elements of social integration.

155. In the context of its overall function of promoting human rights, the Centre for Human Rights provides information to the operational bodies of the United Nations system, allowing them to focus their programmes on the needs of indigenous people. It supports pilot projects of indigenous communities through the Voluntary Fund for the International Decade of the World's Indigenous People. 22/ The Centre also provides information about developing norms (i.e., the draft declaration on the rights of indigenous peoples) to the United Nations system and acts as a catalyst for greater understanding of this emerging issue.

156. UNESCO activities include strengthening efforts to meet basic learning needs of youth and adults; reformulating educational programmes to respond to the needs of under-privileged groups and societies; clarifying the social and cultural factors affecting access to basic education and early drop-outs, and the participation of families and the community in the educational process; analysing the cultural dimension of poverty and utilizing information, education and communication to strengthen socio-cultural integration; creating institutional mechanisms for the transfer of knowledge and skills to grass-roots organizations and micro-firms, and strengthening them through leadership training, improvement of the decision-making process and reinforcement of interorganizational and interentrepreneurial collaboration; assisting member States in the formulation, implementation and evaluation of policies and programmes to reinforce the participation of grass-roots organizations in the solution of social and environmental problems; promoting multicultural society and awareness of the values of indigenous cultures and cultural identities, and improving, through pilot projects, the living conditions of marginalized groups, particularly young people; encouraging acknowledgement of the cultural dimension of development; elaborating methods of integrating cultural factors in development projects and stimulating people's participation; managing cultural pluralism in multicultural societies; and promoting participation in cultural and artistic life as a factor of social integration of every citizen.

157. UNESCO helped to organize the Pan African Conference on the Education of Girls, within the framework of the UNESCO/UNICEF Joint Committee for Education. The Conference's main objectives included obtaining regional consensus on girls' education as a priority for educational development in Africa and identifying priority areas for a regional framework for action and national programmes and plans to improve girls' opportunities for education. The independent World Commission on Culture and Development, set up jointly by UNESCO and the United Nations, is to prepare a world report on culture and development and propose

urgent and long-term action to meet cultural needs in the context of development, in order to provide guidance for policy makers in culture and development and to ensure greater social integration. The report will be submitted by the end of 1995 to the United Nations General Assembly and the UNESCO General Conference.

158. At the World Conference on Education for All, organized jointly in 1990 by UNESCO, UNICEF, UNDP and the World Bank, the World Declaration on Education for All and a framework for action to meet basic learning needs was issued. The follow-up to the Conference has stressed equitable access to basic learning opportunities for children, young people and adults, and improved coordination of activities within and beyond the United Nations system.

159. In assisting and protecting refugees and other displaced persons, UNHCR must tackle the fundamental root causes that force people to flee, seeking solutions in development policies, conditions of human rights and the national abilities to resolve conflicts through peaceful means.

160. In the search for durable solutions to problems of forced migration, UNHCR facilitates the social integration of refugees through voluntary repatriation and return of refugees to their countries of origin; local integration in countries of first asylum; and resettlement in third countries when no other option is available.

161. Notwithstanding that refugees and returnees can make important contributions to development of the areas where they permanently settle, their initial integration puts an added burden on available local resources. Therefore, durable solutions to refugee problems have to combine humanitarian and developmental interventions in a collaborative venture between different agencies and the local authorities, and UNHCR seeks to reinforce such collaboration. In addition to new cooperative mechanisms, innovative modalities of aid also have to be developed, UNHCR supports solutions to refugee problems in ways which also prevent further irregular population movements.

162. There are also positive developments towards peace and solutions to refugee problems through voluntary repatriation. To address these opportunities, UNHCR resorts to a community-based assistance strategy addressing collective needs of the returnees and the local population. Through small-scale interventions, called "quick impact projects", the aim is to enhance voluntary repatriation through the reintegration of returnees in community-based social and productive self-subsistence activities in areas of return; contribute to reconciliation during mass returns in post-conflict situations, by addressing collective community needs in a non-discriminatory fashion; facilitate local integration of refugees in host communities in countries of asylum and enhance the absorptive capacity of refugee-receiving communities and areas; and promote complementarity between short-term humanitarian assistance and longer-term development programmes, thereby contributing to the sustainability of project outputs and effectiveness in meeting human centred development needs and facilitating the phase out of UNHCR operations, without creating gaps.

163. In situations of flight, when the social fabric is torn apart and family members are often separated, women and children are especially at risk. UNHCR

undertakes special programmes to protect women and children from sexual violence, abduction, military recruitment, irregular adoption and other forms of threatening and humiliating treatment that may lead to permanent trauma and social breakdown. While women are especially vulnerable in refugee situations, UNHCR maintains that they should not routinely be considered victims; rather, their particular roles and responsibilities for family and community support must be recognized and reinforced in the provision of humanitarian assistance. Specific guidelines on the care and protection of refugee women and of refugee children have been developed and integrated into all programme activities of the Office. Gender/age-specific programme planning training is provided to UNHCR staff as well as to non-governmental organizations and other operational partners of the Office, including relevant governmental officers.

164. In collaboration with UNHCR, UNIDO provides technical assistance in a number of developing countries to support the reintegration of displaced persons and returning refugees in their original provinces, primarily by promoting income-generating capacities through small-scale industries.

165. Based on the evidence that women's economic participation and access to wage employment has resulted in an improvement of social, demographic and education indicators, UNIDO is carrying out regional analyses on the determinants and trends of women's participation in manufacturing industries in collaboration with the regional commissions and other United Nations agencies. These lead to direct support programmes and action plans. UNIDO is collaborating with UNFPA in Africa through an integrated programme of income-generating activities, health care and education for women.

166. For the ILO, social integration refers to assistance to those who are marginalized or excluded from the organized labour market and from social protection or who are the object of deliberate or unintentional discrimination. Some of the ILO's most important standards are designed to combat discrimination in employment and occupation on the basis of race, colour, sex, religion, political opinion, national extraction or social origin. Moreover, various promotional and advisory activities including special missions are undertaken to assist in overcoming discriminatory measures or to investigate allegations of discrimination. Emphasis is given to the situation of women, migrant workers, indigenous and tribal peoples, and the disabled. ILO activities are based on the general premise that the social integration of disadvantaged and marginalized groups depends in large measure on their access to productive and remunerative employment and on their ability to make their views, needs and aspirations known through organizations of their own choosing. The ILO promotes the organization and participation of such groups, particularly among the rural poor, and it assists trade unions in developing countries to promote and defend the interests of the unorganized and marginalized sectors of society.

167. In 1992-1993 the ILO launched a multidisciplinary and interdepartmental project on equality for women in employment. Activities sought to improve the incomes and employment situation of women workers and enhance their social and legal protection. Emphasis has been placed on poor women in the rural and informal sectors, and advice has been provided in a number of African countries on the integration of women worker's concerns in national development plans. In Latin America, the legal situation of women workers and obstacles to their

employment were discussed at two tripartite regional seminars. In Asia, several seminars were organized to raise awareness of equality issues, and in Indonesia the ILO assisted in the development of a comprehensive strategy for women's employment within the framework of the sixth national five-year plan (1994-1999). In the Arab States, advisory services were provided to select countries on measures to promote the employment of women.

168. In June 1994 a forum entitled "Equality for women in the world of work: challenges for the future" was organized by the ILO's International Institute for Labour Studies. The meeting aimed at, inter alia, identifying the elements of an agenda for future action and defining the ILO's contribution to the Fourth World Conference on Women in 1995.

169. ILO activities, including its standards, have contributed significantly to acceptance of the principle of equality for migrant workers and to elimination of discrimination against them. But in view of growing problems in this area, ILO activities have been reinforced. They include monitoring flows of migrant workers, assisting labour-sending countries to strengthen support for emigrants and returnees, and examining the measures taken in receiving countries to provide equal treatment for immigrants. In the developing countries, much emphasis has been given to training. In the Asian and Pacific region, for example, a number of training courses were organized to strengthen the capacity of ministries of labour to deal with migration questions. In the same region, where many migrant workers were forced to return to their countries of origin by the Persian Gulf crisis, assistance has been provided to several countries in response to the needs of return migrants.

170. An interregional project was launched to combat discrimination against migrant workers and ethnic minorities in the world of work. Focusing on the industrialized countries which receive migrant workers, this project aims to tackle the widespread incidence of informal or de facto discrimination. Its objective is to inform policy makers, employers, workers and those engaged in equal-opportunity training how legislative measures, redress mechanisms and training programmes can be made more effective.

171. The ILO has played a leading role in policies and programmes of vocational rehabilitation for the disabled. In recent advisory and technical cooperation activities, it assisted member States to develop cost-effective ways to equalize labour-market opportunities for persons with disabilities. Projects to increase the participation of persons with disabilities in informal-sector income-generating activities have been undertaken in some 30 countries. They have provided training for self-employment and assistance in gaining access to credit, business advisory services and apprenticeship. Other activities have addressed the needs of the disabled in post-conflict situations. In Cambodia, plans were formulated to incorporate physically disabled, demobilized soldiers into projects to develop small businesses, provide vocational training and undertake labour-intensive work. The ILO has also aimed to ensure that persons with disabilities are able to participate in the mainstream of training and employment in society. Guidelines on the employment of disabled persons were designed for employers' and workers' organizations. A manual was produced for human resources development planners, indicating how to integrate persons with disabilities into ordinary vocational training programmes and institutions.

172. Since the adoption in 1989 of the Convention concerning Indigenous and Tribal Peoples in Independent Countries, 23/ workshops and congresses have been convened by Governments, indigenous organizations and human rights groups throughout the Americas to discuss the contents and scope of that instrument. The ILO has also participated in regional and subregional activities to channel financial resources to indigenous communities and organizations in Latin American countries.

173. For the Social Summit, work of the United Nations Research Institute for Social Development (UNRISD) is centred on five main projects, all of which focus on the core issue of social integration. This work is being carried out with the support and cooperation of UNDP.

174. The first project, on rethinking social development in the 1990s, will provide a broad perspective on the range of issues the Summit will address. Under this project, UNRISD will prepare a special report on social integration in a changing world, which will explore a series of issues crucial for understanding the dynamics of social integration and disintegration in the 1990s. UNRISD will also organize a major international conference on rethinking social development. Participants will assess the nature of major contemporary social changes and the fundamental forces and processes driving these changes. The conference will be held in Copenhagen during the week of the Summit, and papers presented there will be published subsequently in book form.

175. The second project, on economic restructuring and new social policies, will evaluate new types of social programmes designed to provide support in a period characterized by deepening poverty, fiscal crisis and global restructuring. The first part of this research project will focus on two types of social policies - those that rely substantially on targeting for providing a range of basic goods and services, and those that create special social funds - which are being promoted in an increasing number of countries with support from international agencies and bilateral donors. The second component of the project will take a broader look at the dynamics of, and prospects for, the welfare state, tracing the development of the welfare state, its successes, current problems and possible future in eight regional contexts. Preliminary versions of the essays produced will be presented at a special session of the Research Committee on Social Welfare Policy of the International Sociological Association in July 1994. An overview paper drawing on these essays will be made available to the Preparatory Committee at its second session. Final versions of the regional essays, together with an analytical introduction by the project coordinator, will be published as a book.

176. The third project, on ethnic diversity and public policies, will consider state policies in ethnically diverse countries, examining policies that alleviate tensions and those that aggravate ethnic friction. Countries that have been relatively successful in managing relations among different ethnic groups, whether in the domain of politics, culture or the economy, will be considered. In addition to case-studies, a number of thematic papers will attempt to synthesize experiences across countries on certain vital issues. The project also comprises a seminar on ethnic diversity and public policies, to be held in New York prior to the Preparatory Committee at its second session, with

a summary report of the findings to be prepared as a contribution to the Social Summit.

177. The fourth project, on the challenge of rebuilding war-torn societies, is designed to help the international donor community and local authorities better understand and respond to the complex challenges of rebuilding war-torn societies in conflict and post-conflict situations. It will comprise three main activities: research, networking, and policy advice. Although work will continue after the Social Summit, initial findings will be incorporated into documents presented to the Summit preparatory process.

178. The fifth project, on the urban dimension of social integration at the grass-roots level, is a pilot project of approximately one year's duration, being implemented in cooperation with the UNV. It seeks to understand better the role of community action and organizations in fostering social integration in large cities and to disseminate among Governments, non-governmental organizations, and community groups strategies that will enhance local-level initiatives. The project will produce a number of policy-oriented papers early in 1995.

179. UNRISD is issuing a briefing paper series and an occasional paper series. The briefing paper series will provide authoritative, synthetic and policy-focused analyses in a highly readable format. The first of approximately six briefing papers, "Social integration: approaches and issues", came out in March 1994. Occasional papers will be longer and more scholarly in presentation. They will cover topics such as the role of global institutions, the family, religion and drugs, in processes affecting social integration at the end of the twentieth century. Approximately eight occasional papers will be published by early 1995.

180. The United Nations supports the integration of vulnerable and marginalized groups such as youth, elderly, indigenous people, ex-combatants, refugees and returnees into the mainstream of economic and social development. Projects implemented, in cooperation with Governments and non-governmental organizations, enhance the earning capacity of individuals and groups through support to small-scale community-based economic development and income-generating activities. Beneficiaries participate in identification and selection of specific micro-activities which address their primary needs. Training in functional literacy, small-scale project management, business and technical skills are integral dimensions of these activities. The projects generally include a component ensuring access to credit for beneficiaries, such as revolving loan funds, community credit schemes or loan guarantees. In cooperation with the Latin American Centre for Development Administration, the United Nations is currently undertaking a study to examine the institutional characteristics and procedures involved in formulating social policy in several Latin American and Caribbean countries, with a view to identifying key areas for improving national capacity to manage social policy.

181. In 1991, the General Assembly adopted the United Nations Principles for Older Persons, 24/ which are oriented towards the independence, participation, care, self-fulfilment and dignity of older persons. The United Nations has established an international cooperation network and encouraged the formation of

national coordinating mechanisms on ageing in over 100 countries. The General Assembly has declared 1 October as International Day for the Elderly. A project on the developmental implications of demographic change/global population ageing has been completed. The establishment of the Banyan Fund has enabled the securing or brokering of funds for programmes and projects on ageing, especially in the developing countries. The United Nations assisted in establishing the African Society of Gerontology and the International Institute on Ageing.

182. In preparing for the Fourth World Conference on Women, the United Nations is undertaking the second review and appraisal of the implementation of the Nairobi Forward-looking Strategies, focusing on the period from 1985 to the present. The review uses quantitative and qualitative indicators to analyse such subjects as women and poverty, employment, and access to and participation in defining economic structures and policies.

183. The United Nations Secretariat was mandated to act as focal point to coordinate and monitor the implementation of the World Programme of Action concerning Disabled Persons, 25/ including its review and appraisal. Two rounds of monitoring exercises were carried out at the mid-point (1987) and at the end of the United Nations Decade of Disabled Persons (1983-1992). A series of annual ad hoc inter-agency meetings and consultative meetings with non-governmental organizations were organized to strengthen cooperation. Technical meetings, seminars and workshops on disability-related policies facilitated the preparation of guidelines and manuals on disability-related issues. In addition to disseminating the World Programme of Action, manuals, guidelines, and the Disabled Persons Bulletin, the United Nations initiated the "Clear" project. A clearing-house on disability-related information, it worked closely with the Statistical Office on the establishment of the disability statistics database and the dissemination of the disability statistics compendium. The United Nations also prepared a set of global standards, the Standard Rules on the Equalization of Opportunities for Persons with Disabilities, which was adopted by the General Assembly in December 1993. 26/ Through the United Nations Voluntary Fund on Disability, the United Nations provides seed money to small-scale disability projects in developing countries. The manual on the integration of disability issues into development cooperation projects, which will be finalized in the first quarter of 1995, will be a useful tool in the process of mainstreaming disabilities. A number of joint inter-agency missions on disability have been undertaken in recent years.

184. In 1990 the United Nations convened the International Symposium on the Integration of Young People into Society and its recommendations were the subject of in-depth consideration by the Commission for Social Development in 1991. The United Nations Interregional Meeting on the Role of the Family in the Socialization of Youth was held in Beijing in June 1993. Policy dialogues have been established with youth ministries and international, regional and national non-governmental organizations concerned with youth, on the subjects of education, employment, drug abuse, juvenile delinquency and leisure time. All of these subjects are included in the World Youth Programme of Action to the Year 2000 and Beyond. The United Nations Youth Information Bulletin and the United Nations Youth Newsletter are distributed to a global network of ministries and departments responsible for youth and non-governmental and intergovernmental organizations concerned with youth. The United Nations Youth

Fund provides support for regional and national action for catalytic and innovative youth activities in developing countries.

185. In November 1993, ECA, in collaboration with the Organization of African Unity (OAU) and the Government of Uganda, organized the Regional Conference on Women, Peace and Development, which adopted the Kampala Action Plan on Women and Peace. The Action Plan mapped out courses of action to be implemented by national Governments, based on the experience of the United Nations Decade for Women.

186. In November 1994 ECA will convene the fifth African regional conference preparatory to the Fourth World Conference on Women. ECA member States are expected to institute information campaigns which would be harmonized with regional and subregional strategies to sensitize and create awareness.

187. ECA established the African Regional Coordinating Committee for the Integration of Women in Development (ARCC). The Committee meets annually to review and examine the situation of women in Africa in all areas, particularly their participation in policy and decision-making. At the fifteenth meeting of the Committee, held in April 1994, a Final Communiqué was adopted. Included in its recommendations was implementation of the 1993 Kampala Plan of Action on Women and Peace.

188. ECA organizes training workshops on the status and role of women in the development process in member States. The workshops sensitize government officials about the important role women play in the development process of their countries and the policies and strategies that need to be implemented to increase women's participation and integration in national development.

189. ECA established a focal point for the promotion of popular participation in development and a United Nations African Institute for the Prevention of Crime and the Treatment of Offenders (UNAFRI). In the context of popular participation in development, ECA organized several workshops/seminars to enhance the interface between Governments and people's organizations and on the role of non-governmental organizations and community organizations in development. In 1994, ECA organized the Global NGO Forum on Building Sustainable Societies: the Role of NGOs in Emergencies and Social Development. In February 1994, in cooperation with the United Nations office in Vienna, ECA organized the Africa Regional Preparatory Meeting for the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders.

190. In 1993 ECA and OAU jointly organized the Ad Hoc Expert Group Meeting on the Impact of Economic and Social Changes on the African Family. The meeting made recommendations on the preparation and observance of the International Year of the Family (IYF) and on long-term policies and measures in support of African families.

191. In 1993 ECA, in collaboration with OAU, the Pan African Youth Movement, the ILO and the Government of Benin, organized the Preparatory Regional Meeting on Youth and Development in Africa. Its purpose was to prepare for a regional conference on youth, to be convened in 1995 to mark the tenth anniversary of the

International Youth Year. The regional conference is expected to draw up a plan of action in Africa to the year 2000 and beyond.

192. ESCWA accords special attention to the increasing vulnerability and marginalization of youth in the region, including studies on youth and drug abuse and on the situation of marginal youth groups and their integration into society. Studies have also been undertaken to identify the impact of the Gulf Crisis on the social situation of the region, to assess population movements associated with the crisis, especially the impact of the war on return migration, and to investigate the reintegration of women returnees and their families in the societies of origin. As a follow-up to the Conference on the Capabilities and Needs of Disabled Persons in the ESCWA Region, held in 1989, a cultural event for disabled persons was held in 1992 in the ESCWA region to mark the end of the United Nations Decade of Disabled Persons.

193. ECE is preparing a publication on the outcome of its work in the field of rehabilitation engineering as its contribution to marking the end of the United Nations Decade of Disabled Persons.

194. ESCAP adopted a resolution in 1992 proclaiming the Asian and Pacific Decade of Disabled Persons, 1993-2002, 27/ to give fresh impetus to the implementation of the World Programme of Action concerning Disabled Persons in the region beyond 1992 and to strengthen regional cooperation on the subject.

195. UNDP is collaborating with UNRISD and with the ILO's International Institute for Labour Studies in carrying out research on social integration and exclusion. The UNDP/ILO research is concerned with patterns and causes of social exclusion and the design of policies to promote social integration. It involves a series of case-studies in 14 countries covering all regions. The UNDP/UNRISD research examines ethnic diversity and public policy, and a joint UNDP/UNRISD meeting on this subject is being held in August 1994.

196. For the International Year for the World's Indigenous People, UNDP identified the following areas of support: cultural revitalization through recovery, strengthening and dissemination of indigenous traditions and language; improvement of living standards through health, education, preservation of natural resources and environmental conservation; economic and technical development through promotion of entrepreneurial capacities, and articulation of small capital investments. In the Latin America region, UNDP supports initiatives which focus on building the capacity of indigenous people to protect the natural resource base of their lands and their cultural heritage.

197. FAO is carrying out case-studies, developing training and policy analysis materials and promoting information exchange through workshops and publications on the role of gender in forest and tree-related activities and on conflict resolution over forest resources, with particular attention to the concerns of poor forest dwellers, ethnic minorities and indigenous groups. FAO collaborates with a number of international and national organizations in developing a data base on communal management of forest resources to strengthen the quality of policy advice to Governments on the introduction of enabling legislation and to assist local community institutions in promoting sustainable management and use of forest resources by the rural poor.

198. In the context of its projects, IFAD promotes people's participation and institution-building at the grass-roots and higher levels and seeks to enhance the status and productive role of women and to integrate indigenous groups and cultural/ethnic minorities into national socio-economic life. The agency strives to enhance social awareness through its projects and builds on the cultures, practices, knowledge and ways of life of tribal and indigenous populations.

199. INSTRAW gives particular attention to the long-standing need for better and complete integration of women in development policies and programmes. Studies have been conducted on improving statistics and national indicators to better reflect the status, role, contribution and participation of women in development. In collaboration with other international agencies such as the Statistical Division of the United Nations Secretariat, the regional commissions and national Governments, INSTRAW organizes seminars, workshops and training at both the subregional and national levels with a view to integrating women and gender issues into socio-economic and political indicators. Other training activities of INSTRAW focus on women in development issues such as the environment, including water and sanitation, energy and renewable sources of energy and waste management.

200. INSTRAW published The Situation of Elderly Women: Available Statistics and Indicators. An international consultative meeting on statistics and indicators on elderly women was jointly organized by INSTRAW and the Statistical Division of the United Nations Secretariat in May 1991. INSTRAW also prepared a publication on the migration of women which focused on methodological issues in the measurement and analysis of internal and international migration. This research covered both the determinants and consequences of migration in relation to the status of women.

201. By working to strengthen reproductive health policies, including family planning and information/education programmes, UNFPA contributes to raising the status and social integration of women.

202. Within the framework of its social services programme, UNRWA has established 67 women's programme centres to assist refugee women to cope with family needs and to play a greater role in the development of their communities. It has also helped to establish 14 community rehabilitation centres which provide services to disabled persons and their families.

## Notes

1/ See A/49/24.

2/ United Nations publication, Sales No. E.90.G.6.

3/ Lance Taylor (Tokyo, UNU/WIDER, 1991). Research for Action series.

4/ Washington, D.C., World Bank, 1990.

5/ World Bank policy paper, 1991.

6/ Washington, D.C., World Bank, 1992.

7/ Published annually by the World Bank.

8/ See Report of the FAO/WHO International Conference on Nutrition, Rome, December 1992 (Rome, FAO, 1992).

9/ See Report of the FAO/Netherlands Conference on Agriculture and the Environment, S-hertogenbosch, 15-19 April 1991.

10/ Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (United Nations publication, Sales No. E.93.I.8), vol. I, annex II.

11/ See A/45/625, annex.

12/ Adopted by the World Health Assembly in its resolution WHA 34.36 of 22 May 1981.

13/ Paris, UNESCO, 1994.

14/ Paris, UNESCO, 1990.

15/ A New Partnership for Development: the Cartagena Commitment, adopted by the United Nations Conference on Trade and Development at its eighth session (TD/364, part one, sect. A).

16/ Adopted by the General Assembly in resolution 42/191 of 11 December 1987.

17/ New York, New York University Press, 1992.

18/ See E/CONF.84/PC/13, annex II.

19/ Santafé de Bogotá, Colombia, UNDP, 1991.

20/ See World Employment Programme: What It Is, What It Does (Geneva, ILO, 1984).

21/ United Nations publication, Sales No. E.94.C.1 and corrigendum.

22/ Adopted by the General Assembly in resolution 48/163 of 18 February 1994.

23/ ILO Convention No. 169.

24/ Resolution 46/91, annex, of 16 December 1991.

25/ General Assembly resolution 37/52 of 3 December 1982.

26/ Resolution 48/96 of 20 December 1993.

27/ ESCAP resolution 48/3.

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